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ABSTRACT

Written primarily for founders and coordinators of citizen advocacy (CA) programs for the developmentally disabled, the manual provides practical tips on how to establish and administer a CA program. Part 1 (six chapters) gives an overview of citizen advocacy and tells how to start a CA program--how to assess community support, find a sponsor, incorporate, form a board, seek funds, hire staff, and select an office site. Part 2 (four chapters) provides tips on essential management functions--leadership skills, planning and evaluation, and public awareness. A final part (six chapters) discusses the program functions that are most critical for advocacy--recruiting volunteers, screening and matching advocates and proteges, training, and follow along. General guidelines for using volunteers appear throughout the manual and sample forms and worksheets are given when appropriate. Appended are lists of resources for advocate orientation and acronyms. (Author/SB)

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Citizen Advocacy

How to Make It Happen

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Research and Training Center in Mental Retardation
Texas Tech University

1980

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If you have built castles in the air, your work need not be lost; there is where they should be. Now put foundations under them.

Thoreau

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Preface

Two-thirds of new businesses fail within five years, and most of these failures can be attributed to ineffective leadership. Human service programs are equally if not more vulnerable. Too often, coordinators become so involved in the day-to-day functioning of the program that they neglect managerial duties; thus, the program flounders due to lack of direction and coordination.

To make a good idea succeed requires sound administration. This manual provides practical tips on how to establish and administer a citizen advocacy (CA) program. In a CA program, volunteers are matched one-to-one with handicapped, or disabled, people. Disabled people have often been denied rights, liberties, and opportunities that most people take for granted. In a CA program, the volunteer (advocate) helps defend the rights and interests of the disabled person (protege) and encourages that person's participation in society. The CA program provides resources and support.

There are currently more than 250 CA programs in the United States and Canada, and new CA programs are emerging continually. This manual is written primarily for the founders and coordinators of these new and existing CA programs. It places more emphasis than previous citizen advocacy manuals on building a strong foundation and effective management. It draws from the literature on volunteerism to enhance the discussion of management as well as recruiting, screening, and motivating volunteers. It also reflects the responses of established CA coordinators and citizen advocates to a survey about their experiences and insights into CA.

The material, we hope, also will be useful to other organizations that use volunteers. Even if an agency does not provide CA services, it often can strengthen its capacity at low cost by using volunteers creatively, and this manual tells how to do so. For example, those who are providing statewide or regionwide advocacy services, such as the Protection and Advocacy (P&A) agency directors, will find tips on how to incorporate volunteers into their service network. And board members who are considering starting an advocacy program or other volunteer program in their community will find step-by-step guidelines on how to proceed.

The information is presented in three parts. Part 1 (chapters 1-6) gives an overview of citizen advocacy and tells how to start a CA program—how to assess community support, find a sponsor, incorporate, form a board, seek funds, hire staff, and select an office site. This part is addressed to board members or others involved in founding a program. The remainder of the manual applies primarily to coordinators and staff of the program. Part 2 (chapters 7-10) provides tips on essential management functions—leadership skills, planning and evaluation, and public awareness. Part 3 (chapters 11-16) discusses the program functions that are most critical for advocacy per se—recruiting volunteers, screening and matching advocates and proteges, training, and follow-along. General guidelines for using volunteers appear throughout the manual, and sample forms and worksheets are provided when appropriate.

The book is intended primarily as a reference document. People can consult it as they encounter specific situations and problems in setting up or managing a program.

The manual represents the combined efforts of many people. Local CA coordinators and P&A directors provided useful information about their experiences and shared materials in response to a 1978 survey conducted by the Texas Tech Project of National Significance. The project director, Gerard J. Bensberg, and advisory committee members and consultants helped conceptualize the book, provided consultation during its development, and reviewed a draft of the manuscript. The advisers and consultants are Max Addison, Dayle Bebee, Paula Breen, Katie Dolan, Nina Eaton, Betty Hallgren, Marvin Layne, Roberta Malavenda, John Niemitz, Dennis Pankratz, Jerry Parham, Alfred Rose, Carol Sigelman, Rutherford Turnbull, Michael Twombly, and Robert Vogt. The staff of the Austin, Texas, CA Program shared their experiences and knowledge during a visit by project staff and provided a helpful review of the manuscript; they are Doris Thielemann, Linda Quick, Barbara Cohen, and Carol Kruhl. Linda Jorgenson, the State Citizen Advocacy Coordinator in Wisconsin, provided an extensive description of the Dane County Citizen Advocacy Program. The Texas Tech project coordinator, staff, and consultants were contributing authors: Carolyn Rude, project coordinator, (chapters 1, 12, 13, 14, 15), Linda Baucom (chapters 2, 3, 7, 8, 10), Louise Cummins (chapters 3, 4, 5, 6, 9, 11), and William Thomas McClure (chapters 5 and 9). Many others provided consultation and materials during the development of the book, including Barbara Braun, James Douglas, William

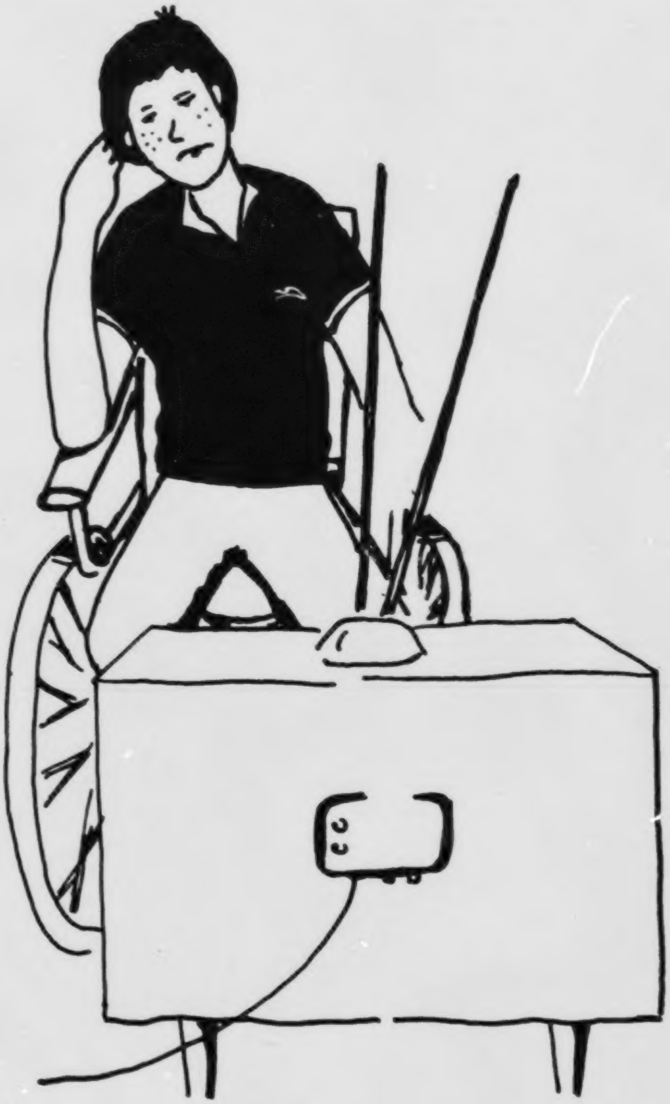
Jordan, Becky Mahan, Mary Ellen Michael, Douglas Sanford, Ralph Sellmeyer, and Belle Weninger. Carolyn Rude and Allison Davidow offered editorial assistance, and Pam Aiken supervised production of the book. Help in gathering materials, synthesizing information, and drafting the chapter on public awareness was provided by Jana Garrett, Leanne Jones, and Terry Ohmen. The typists—Joni Gilton, Jody Jennings, and Gladys Workman—met pressing deadlines competently and optimistically. The editor and project staff are grateful to all who contributed to this volume.

This manual is the second in a series of three publications about volunteers in advocacy organizations. The first publication, *Citizen Advocacy Resources* (1979), is an annotated bibliography of nearly 500 items relevant to CA for developmentally disabled persons. The third, *Action Through Advocacy: A Manual for Training Volunteers* (1980), is a curriculum for training volunteer advocates.

Foundations

Part One

Citizen Advocacy



Dear Doug,

What does Jeff need? So much and so little. To say that he needs very much the same things as other children leaves so much unsaid. It is so concrete, if one believes it; and yet so abstract. It is a supreme paradox that commonplace amenities are exotic and unattainable for Jeff. He has never been invited to a friend's party. At age twelve he has never been to visit at a friend's home. Due to the nature of his segregated school and the kind of day required to get to and from school (7:30 a.m. to 4:45 p.m.), he has little time or energy left for "socialization." Furthermore, his school friends are widely dispersed geographically and he has no "school-time" contact with neighborhood *children. Aside, perhaps, from Julie, his sister, he really has no "friend."*

During the long, hot summers, he sits alone in his wheelchair watching shadows, leaves, and T.V. game shows—like a million other lonely children. In the beginning of the summer, when Julie's friends come in groups, excitedly savoring their freedom, and she leaves with them, Jeff chokes up and his eyes redden with the strain of holding back tears. Sometimes he bursts out crying, but softly, when I ask what is wrong, usually he says he is "sick" or he has a headache. For a kid with a 35 I.Q. he is uncommonly perceptive. He feels my own inadequacies—and my pain. He is being kind to me, but is a poor liar. We both know what is "wrong." I do not ask again. It is too hard on both of us . . .

What do we need—as a family? People who will recognize this situation for what it is—people like you . . . people who can, through love and understanding, [help our life] become beautiful—in spite of ourselves. Failing that, we need another Hitler who will extinguish us—our hopes and our faith—our strivings and our pain. Those are the real choices.

Betty (Pieper)*

This letter was written by a parent to the director of the Center on Human Policy in Syracuse, New York. It expresses the loneliness, needs, and pain felt by many developmentally disabled citizens—people of all ages with severe limitations due to mental or physical handicaps. These people have carried for centuries the stigma of being mistakes, the objects of pity and shame, and subhuman. Even their allies have often degraded them by viewing them as "eternal children." Society has excluded, isolated, and abused them, and routinely denied them rights such as employment, voting, and other liberties and responsibilities most people take for granted. Their institutionalization has only perpetuated their incompetence. They have not had opportunities to participate in society, to be educated, to take care of themselves, or to learn and practice skills that could help them become as independent as possible.

Only within the past three decades has there been a unified and effective objection to this kind of treatment. This objection was raised at first primarily by parents, who loved their children and worried that, without some special training and support, their children would always be dependent. They formed consumer groups, such as the Association for Retarded Citizens, Epilepsy Foundation of America, United Cerebral Palsy Associations, Inc., and National Society for Autistic Children, which began to speak out and provide some basic services. Their collective voices had an impact on legislators, institutional administrators, school superintendents and teachers, doctors, employers, and others with some power to change the welfare of disabled citizens.

As a result, the rights of developmentally disabled people are being established by law. The concept of normalization, as opposed to segregation and restriction, has been promoted. Normalization means that disabled people can live in normal housing and participate in the community, not in an isolated facility with 100 other residents. It means that they can earn a wage commensurate with their skills, have problems, be angry, experience sexuality, and make decisions. It means that as they grow older, they can move from one level of development to another and assume increased responsibility and freedom of movement. Society has gradually begun to accept these attitudes.

Advocacy—speaking and acting on behalf of an individual or cause—has been a potent force in bringing about necessary social change. Developmentally disabled people may need assistance from advocates in establishing and maintaining their rights because their mental or physical impairments limit their ability to advocate for themselves. Their impairments are compounded by their lack of training and experience, the extent of the barriers they face, and the complexity of services they need. Furthermore, the behavior they have learned in being excluded and isolated is submissiveness rather than assertiveness. Many have parents, their natural allies, who advocate enthusiastically but who are individually incapable of moving longstanding social, legal, and physical barriers; others have been abandoned by their parents or have outlived them.

In California, 53 disabled people who have been living in an institution were released to live on their own in the community. In a study of these people, it was found that their success in the community depended on having a benefactor to advocate for them and act as a buffer to the community. They needed help in many areas—learning to interact with people, finding jobs, and handling everyday, practical

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*NOTE. Reprinted from *Let Our Children Go: An Organizing Manual for Advocates and Parents*, by Douglas Biklen (Syracuse, NY: Human Policy Press, 1974), pp. 42-45, 61-62, by permission of the publisher.

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matters such as banking, buying items, and finding transportation. Some of them expressed their feelings this way:*

> "I feel like I need somebody to lean on or I'll just go all to pieces."
>
> "I can count on Mrs. —. She is good to me and helps me whenever I have troubles. It sure makes life easier when you've got friends to count on."
>
> "I don't know what I'd have done without him. But I know I couldn't have made it without him . . . I can always count on him."

Thus, advocacy is critically needed by many developmentally disabled people. Advocacy includes a range of activities. One of the most important types of advocacy—and the goal of all types of advocacy—is self-advocacy. This involves teaching disabled persons their rights and the skills for asserting those rights so that ultimately they will not need special assistance.

There are many other types of advocacy. Legal advocacy involves legislating and litigating to establish and protect rights by law. Ombudsmanship is investigating grievances of individuals and interceding on behalf of those individuals. Systems advocacy means influencing social and political systems to change for the benefit of groups of people. Citizen advocacy is representing developmentally disabled persons on an individual basis by volunteers. This book is about citizen advocacy.

CITIZEN ADVOCACY

Citizen advocacy (CA) is a program of matching mature, competent volunteers (citizen advocates) with developmentally disabled persons (proteges) on a one-to-one basis. The citizen advocate advances the protege's welfare and interests as if they were the advocate's own and should, therefore, have no personal conflicts with the protege's interests (Wolfensberger, 1977). Many different kinds of people might be proteges. A protege could be a 60-year-old man who lives alone, works on an assembly line, is mentally retarded, and has epilepsy. A 25-year-old woman who recently moved from an institution to a community group home or a teenager who has cerebral palsy, is in a wheelchair, and lives at home with his or her family might want to be proteges in a CA program. Basically, CA programs can serve anyone who is "developmentally disabled." Federal law defines developmentally disabled. The term refers to people who have a permanent physical or mental handicap that began before age 22. These people need long-term assistance because they have difficulty in some of the everyday life activities such as walking or talking, being able to learn, living independently, or earning a wage. Traditionally, the developmental disabilities have included mental retardation, cerebral palsy, epilepsy, and autism. Other related conditions might include muscular dystrophy, spina bifida, blindness, deafness, and mental illness, providing the impairment has occurred before age 22 and causes severe functional limitations (EMC Institute, [1979]).

The CA concept and model were created and developed by Dr. Wolf Wolfensberger. He assisted with the establishment in 1970 of the first CA program in Lincoln, Nebraska. Since then, CA has thrived, and now there are more than 250 local CA programs in the United States and Canada. The Association for Retarded Citizens (ARC) and the Canadian Association for the Mentally Retarded (CAMR) have encouraged this growth by endorsing the concept and providing technical assistance for the development of state and local programs.

The matching of advocate and protege is accomplished within the framework of a CA program. A program can arrange more matches than would occur spontaneously and help sustain them through its resources. The CA approach has many strengths and benefits, including freedom from conflict of interest, community involvement, accessibility, and mobilization of volunteers. By using volunteers, the program remains as free as possible from conflict of interest. The volunteers do not serve more than one protege, since the interests relating to one relationship may, at times, conflict with the interests of the second. The volunteers do not receive pay for their efforts; thus, they do not develop the loyalties to an employer that a professional does, nor do they have to compromise the best interests of a disabled person in order to keep a job. They are volunteers to the protege, not to the CA program. If a conflict of interest does arise between the CA program and the protege, the advocate remains loyal to the protege. The

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*NOTE. Reprinted from *The Cloak of Competence*, by Robert B. Edgerton (Berkeley and Los Angeles, University of California Press, 1967), pp. 174, 175, 183, by permission of the publisher.

coordinator of the CA program has no authority over the advocate deriving from organizational structure of CA.

Another strength of citizen advocacy is that it is a community program. The community supports it with volunteers and with dollars. Of the various forms of advocacy, CA most extensively involves lay citizens rather than professionals and community agencies rather than state offices. This level and type of involvement is an important source of power for changing negative attitudes about disabled people and their rights.

In addition, citizen advocacy is accessible. Most CA programs are local, community programs, and often it is less complicated to contact a local office than a state office. This is an important factor, especially for people who are handicapped. Also, CA actively seeks out people in need of help rather than waiting for referrals or assuming that the proteges themselves will take the first step. CA programs can often provide referrals to other advocacy agencies, such as systems change advocacy and legal advocacy programs.

Another benefit of CA is that by mobilizing volunteers, CA is able to reach more people who need advocacy than an advocacy program relying solely on paid staff. The mobilization of trained volunteers can help make advocacy services more far-reaching and comprehensive.

In conjunction with its many benefits, CA also has some pitfalls and problems. When CA offices are dispersed within a state, efficiently coordinating the separate units requires a good bit of effort. Also, volunteers and staff may become exhausted and lose their motivation because of the emotional commitment and potential for frustration that advocacy entails. There is a strong tendency by CA programs to neglect matches for severely disabled people, problem-solving matches, and formal advocate-protege relationships. Most CA programs focus instead on expressive and informal matches for moderately and mildly disabled people. Another problem is that CA programs have generally had difficulty obtaining funds and other types of support over a long period.

Some CA programs have failed, and their failures have usually been due to these reasons. However, there are ways to prevent these problems or to solve them if they do arise. One key is to build good foundations for the program by determining its feasibility and acquiring the necessary support before recruiting advocates and proteges. Setting reasonable goals and objectives, establishing sensible and persistent fundraising and public relations strategies, evaluating performance and making appropriate changes are critical management methods required for a successful program. Another key is to recruit advocates who can make the necessary commitments and to support them in their efforts. Adequate training of the staff and volunteers in the CA concept and in advocacy skills is essential. An attitude of flexibility and sharing is also required for learning better ways of doing things. These topics are discussed in the following chapters of this manual.

THE STRUCTURE OF THE LOCAL CITIZEN ADVOCACY PROGRAM

The people who make a CA program work include proteges, volunteer advocates, paid staff (typically a coordinator and secretary), a sponsor, a governing board, and an advisory board. The program also should have access to lawyers and to experts in various fields, such as education, public assistance benefits, behavior management, and child development, for obtaining assistance and advice when the volunteers and coordinator reach the limits of their knowledge, skills, and training. Links should be established with community leaders and groups, including other advocacy groups (see Figure 1).

Proteges

Proteges—the developmentally disabled people matched with advocates—are the reason for the existence of the CA program. Some people may apply on their own to become proteges; others may be referred by a family member, doctor, caseworker, teacher, employer, or friend. Proteges should be actively involved in policy making for the CA program as well as in individually determining the type of advocacy they need. One formal way to give them this voice is to have one or more proteges on the local governing board. The coordinator and advocates also should insure that proteges are involved in decision-making processes by informally soliciting their advice and consent about their needs and ways to meet them. A program which has as one of its goals the attainment of first-class citizenship for people whom society has excluded, must grant proteges first-class status within the program.

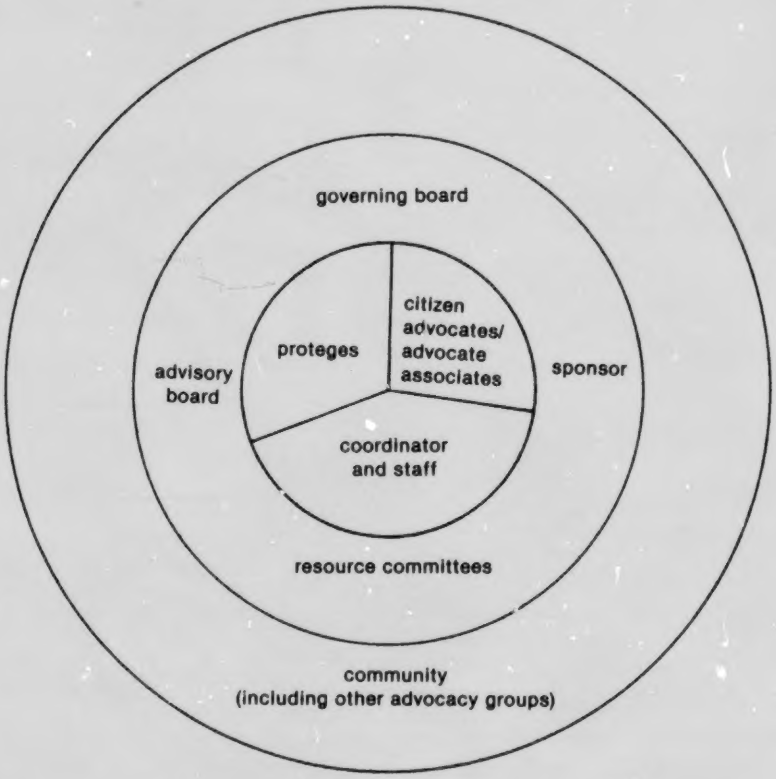

Figure 1. Structure of a local citizen advocacy program.

Citizen Advocates

Citizen advocates are the main agents of accomplishing the advocacy in a CA program. They perform different functions depending on the needs and interests of their proteges. Citizen advocates may relate to their proteges in primarily expressive ways, providing friendship and the chance for the protege to participate in community and family activities in ways that otherwise might be denied. For example, an advocate who is matched with an institutional resident might include the protege in holiday celebrations in the home or take the protege on shopping trips or to movies. This type of advocacy is called *expressive* advocacy.

Sometimes citizen advocates are matched with proteges to provide practical assistance. For example, a protege may need help in obtaining or monitoring services from an agency, interpreting rights such as those stated in a lease, or initiating a hearing to get public benefits. Or a person being deinstitutionalized may need assistance in activities of daily living, such as managing money, taking medication properly, or using public transportation. Since people spend significant portions of their lives mastering such skills, this type of advocate-protege match can be expected to be long-term. This type of advocacy is called *instrumental* advocacy.

Providing the protege both emotional support and practical assistance is *expressive-instrumental* advocacy. Most proteges need both types of advocacy: expressive advocacy to provide warm human contact and instrumental advocacy to insure the delivery of services to which they are entitled. Usually a warm interpersonal relationship is an important part of effective instrumental advocacy, and even when the relationship is primarily expressive there are occasions when the advocate needs to help solve problems.

A CA program also should develop formal advocate-protege relationships for those proteges who need them. In a *formal* relationship, an advocate may become a legal guardian, conservator, trustee, or adoptive parent. Sometimes these relationships grow naturally out of informal matches; however, the CA program should recruit advocates specifically for these formal roles.

Although an advocate should serve only one protege, sometimes two or more advocates may serve a single protege (e.g., husband and wife). CA programs use advocates of various ages depending on the needs of the proteges. Many programs have successfully used youth advocates, aged 14-18, with proteges of similar ages. Many programs prefer group rather than one-to-one activities for advocates under age 18. These activities provide important normalizing experiences for proteges. The program coordinator, or a youth advocate coordinator, keeps in close touch with youth advocates.

The decision about the purpose and nature of any advocate-protege match depends on the needs of the protege. The general guideline is to establish a relationship that is least restrictive to the protege while still meeting his or her needs for advocacy. By providing a variety of types of advocate-protege relationships—both formal and informal—the CA program can meet the variety of individual needs presented.

Advocate Associates

Advocate associates are volunteers who specialize in one or more types of problems that may require advocacy, such as education, financial problems, or public assistance benefits. They can act as consultants to citizen advocates and to CA staff who need expert assistance in a situation; the citizen advocate continues to be matched to a protege, but the advocate associate may also do some advocating. In other cases, a potential protege may have a specific problem of short-term nature that does not require a match with a citizen advocate but which can be solved by an advocate associate. As in matching proteges with citizen advocates, the coordinator must take care not to compromise the interests of the protege seeking specialized help from an advocate associate. For example, an advocate associate representing several proteges at a time in hearings on individualized education programs with the school could compromise one protege's interests in order to represent another.

A CA program that includes advocate associates as well as citizen advocates will be able to attract and use volunteers with different personality types, interests, and skills. Being an advocate associate appeals to people who cannot make a long-term commitment to citizen advocacy and to professionals or others with special training who prefer to work solely in the areas of their special interest. Using advocate associates with special training also increases the sophistication of the advocacy that can be done in a volunteer program.

Coordinator

The coordinator, or program director, has broad duties in making the program operational. These duties include:

1. Recruitment and orientation of volunteers: recruiting, screening, training, and matching
2. Follow-along of matches: keeping in touch with advocates and proteges to make sure matches are continuing and are working toward the desired objectives; providing necessary assistance; terminating matches when they no longer serve the best interests of the protege
3. Administration: fundraising, budgeting, public relations, hiring and supervising the secretary and other paid staff, program planning, and evaluation
4. Community education: building public awareness of the rights and needs of developmentally disabled persons and indicating ways that the community and the CA program can help
5. Information and referral: identifying and helping to obtain available services for developmentally disabled persons

As the program expands, paid staff may be added to assist the coordinator with these duties. The number of matches that a program can support depends on the proportion of the matches that are oriented toward instrumental or practical rather than expressive or friendship needs. A program with a single staff person can usually sustain about 20 matches; however, a single staff person can support more friendship matches than practical or problem-solving matches.

Sponsor

The sponsor, an established local, regional, or state organization, assists the local CA program by providing credibility and financial support (dollars or other tangibles, such as the use of office space and equipment). The sponsor may provide technical assistance in fundraising, public relations, recruitment, training, and program management. It may also have a legal staff or a contract with lawyers to pursue legal problems identified by the CA program.

The functional relationship between the sponsor and the CA program may vary. The sponsor's board of directors may include representatives of the CA program and may be the CA program's governing body. CA programs may be branches of the sponsor, preferring not to incorporate separately, and yielding some governing and administrative functions to the sponsor, or they may be fairly autonomous in policy making, operation, and funding. The amount and type of direction provided by the sponsor varies depending on how bylaws and lines of advice and authority are drawn.

The sponsor of a CA program may be the designated state protection and advocacy (P&A) agency (described below), a consumer organization, church, or other public or private organization. If a CA program is sponsored by a state organization, it may seek a local cosponsor to provide credibility locally. The sponsor generally should not be an agency that also provides direct services to the proteges because the inherent interest in defending its services may interfere with the capacity to advocate. A consumer organization that provides services can be a sponsor if the service delivery and advocacy components are separately administered in order to minimize conflict of interest.

Governing and Advisory Bodies

A CA program may have one or more types of governing and advisory bodies—a governing board, an advisory board, and resource committees. Each of these groups has a specific purpose and exerts a different type of influence on the program and its activities. The governing board has *authority* for the *overall program,* while the advisory and resource committees offer *advice and assistance* on *specific issues.*

All programs need to have a governing board that controls the program and is legally responsible for it. The bylaws specify the board's function and composition. Its duties typically include setting policy and priorities for the program and hiring the coordinator. In many CA programs, the governing board for the sponsoring organization, such as the Association for Retarded Citizens (ARC), also serves as the CA program's governing board. The CA program may have one or more representatives on this board. Board members should be people who have a vested interest in the program's success, including developmentally disabled people or their parents or guardians, citizen advocates, people who understand the business and politics of organizations, and influential community leaders.

Most CA programs also have an *advisory board* which meets regularly to advise the coordinator on program operation and to assist with particular program activities. The advisory board should include some developmentally disabled persons or their parents or guardians as well as professionals or lay experts in fields relevant to CA such as law, finance, education, medicine, psychology, and child development. A governing board member should serve on the advisory board and act as a liaison between the two groups. Unlike the governing board, which has legal authority over the program and deals with broad policy issues, the advisory board is concerned with the ongoing activities and operation of the CA program. The advisory board provides input to the CA program staff, represents diverse perspectives, and is a liaison to special groups in the community that might benefit from CA or serve as a resource to it.

Some CA programs also establish one or more *resource committees* to help with particular activities or projects. These committees' activities may be short-term or ongoing. For example, an ad hoc fundraising committee may assist the coordinator with the annual fundraising drive; after completing the drive, the committee may disband.

Other Resources

The CA office can benefit from established links with self-advocacy groups and other groups and agencies whose aim is the protection and advocacy of rights, such as legal aid, legal services, and public or private ombudsmen. Most advocacy approaches have the same ultimate end; however, some problems are better solved through alternative advocacy methods. The CA office must also be familiar with service providing agencies in order to make referrals when problems require service rather than advocacy and in order to insure that services provided are in the protege's best interests.

A CA PROGRAM PROFILE

This description of citizen advocacy, its functions and structure, may seem complex and abstract. Existing CA programs have demonstrated how to bring the CA concept to life, tackle problems, and serve proteges. The following profile of an existing CA program will illustrate how a community can indeed make citizen advocacy happen.

Five years ago, the Dane County ARC in Madison, Wisconsin, was convinced that a CA program was needed in the community. The executive director formed a study committee, completed a feasibility study, and initiated a program. The result was the Dane County CA Program.

Today, the Dane County CA Program is serving 102 developmentally disabled proteges. They range in age from 5 to 65. Many of them need integrating social experiences and emotional support. Others need assistance with housing, finances, employment, independent living skills, and monitoring of services. They have primary diagnoses of mental retardation, emotional disturbance, cerebral palsy, hearing impairment, autism, epilepsy, and multiple sclerosis.

Three people staff the CA office. The coordinator recruits and orients proteges and advocates, and administers the program. A CA specialist is responsible for matching and follow-along, and helps with orientation. A short-term CA specialist recruits and does follow-along for short-term advocacy relationships.

Recently the CA program adopted the goal of focusing protege recruitment on the state institution, the county home, and in outlying communities. Recruitment techniques include contacting direct service staff in the institution and county home, and visiting places where people congregate in the outlying areas. The recruiters explain how the CA program has already helped proteges in similar situations.

In recruiting advocates, the Dane County CA Program has found that the most effective technique is individual recruitment by word-of-mouth, personal contact. The best recruiter is someone similar in age and background to the potential recruit. Their second most effective recruiting technique is making presentations to small groups (15 or fewer people) with a message designed specifically for them. The program has had very little success recruiting through television, radio, or newspaper articles or presentations to groups larger than 15. Media items and presentations to large groups are effective in building community understanding and support for the CA program, but not in recruiting volunteers.

The Dane County CA Program has found that matching is hardest when distance is involved or when the protege is nonverbal. When difficult matches need to be made, the coordinator brainstorms with the advisory committee about possible advocates and recruitment methods and tries to be patient enough to wait until an appropriate advocate comes along.

Last year, 86% of the advocates continued their service. For the 14% who dropped out, their major reasons were lack of time, lost interest, or moving. One way of minimizing the dropout rate is matching more than one advocate with a protege who has many needs. Also, the coordinator warns advocates against assuming a direct service role and encourages them to set realistic goals for the match.

The Dane County CA Program does ongoing planning and evaluation. Its plans are based on informal needs assessments of the developmentally disabled population in the community. Its evaluation methods include advocate satisfaction surveys, periodic protege interviews, surveys of proteges' "significant others," advocate evaluation of training, monthly staff reports to the advisory committee, quarterly and annual review of goals and objectives, and a yearly community meeting with local service providers.

Its funding sources include community agencies (United Way and the County Developmental Disabilities Board) and some state government money (through Title XX). Its sponsor, the ARC, does much of the fundraising for the CA program.

The Dane County CA Program has a clear identity and direction and is effectively serving proteges. Many other programs are serving disabled people through citizen advocacy, too. Citizen advocacy can work if those in charge understand how to prepare for and initiate a program, how to administer and manage a program, and how to find, use, and support volunteers. This book describes how to do each of those things.

CA WITHIN THE P&A SYSTEM

Public Law 94-103, the 1975 Developmentally Disabled Assistance and Bill of Rights Act, acknowledged the rights of disabled people and society's responsibility to protect those rights by creating the nationwide protection and advocacy (P&A) system. Each state has a P&A agency which is charged with the responsibility to advocate (to act on behalf of) and to protect (to intervene in otherwise private affairs where there is abuse, neglect, or exploitation) the rights of all developmentally disabled persons. The P&A systems have the authority to address problems through legal remedies (representation

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by legal counsel), administrative remedies (using internal systems for appeal without going to court), and other appropriate remedies. The systems also must operate statewide.

The states are using various approaches to meeting the Congressional mandate to implement P&A systems. Generally, a combination of advocacy approaches is being used, such as legal, systems, self, and citizen advocacy. No single advocacy approach is capable of adequately protecting or achieving the rights of developmentally disabled persons. Several advocacy approaches which are coordinated in a single system can complement one another and assure that various rights—human, civil, and legal—are advocated and protected on all levels. Thus, it is important for the local CA program to form close linkages with the state P&A office and other arms of the broader P&A system.

The Relationship of CA to P&A

Various models can be used for incorporating CA into the P&A system. The P&A agency may be essentially a CA program, with regional affiliates throughout the state. Or the P&A agency may have contracts or written agreements with existing CA programs, may coordinate CA groups, or may actively develop and help administer them. Whatever arrangement is chosen, there are some possibilities for interaction that can enhance cooperation between P&A and CA.

If the P&A agency is fulfilling its responsibilities in part or in whole through CA programs, it may establish some policies and guidelines for the local programs to insure that P&A goals are being met, particularly if P&A funds are being used by CA. For example, a P&A agency might have a contract with a citizen advocacy program that is sponsored by an Association for Retarded Citizens. In this case, it might stipulate that the program also will serve people with other disabilities, besides mental retardation, so that the entire population to which P&A is responsible is served.

The CA program is given a great deal of credibility through its affiliation with a Congressionally mandated state agency, such as the P&A agency. This credibility, in conjunction with that provided by a local sponsor, makes the CA program's job of gaining community support and raising funds much easier than when the program is viewed as small, untested, and unknown.

Since most CA programs have limited resources, the state P&A agency also might offer technical assistance in legal issues, fundraising, public relations, and advocate training. Chances are the P&A agency performs some or all of these activities and has developed some expertise that would be helpful to CA programs. By assisting local programs with these activities, the P&A agency can prevent duplication of effort, relieve the local programs of some tasks, and raise the level of expertise with which the activities are done.

Other Functions for Volunteer Advocates

P&A agencies, like other advocacy organizations, can use volunteers to perform other functions besides citizen advocacy in the Wolfensberger model. Therefore, in situations where it is not feasible to establish a CA program, the activities and resources offered by volunteers may still be tapped. With some support from appropriate P&A staff, a volunteer could enjoy an ongoing one-to-one relationship with a disabled individual, providing emotional support, practical assistance, and representation. P&A agencies could bolster such relationships by sharing their knowledge about available resources and providing instructions on advocacy techniques. A volunteer advocate in a P&A agency might also act as a consultant in a particular advocacy situation (similar to the advocate associate within a CA program), serve as a paralegal, or train judges, teachers, and community groups about the abilities and rights of disabled individuals. Volunteers can help with administrative functions as well, such as public relations, recruitment, fundraising, and evaluation.

Volunteers comprise a substantial resource potentially available to P&A agencies. Even if a P&A agency cannot establish a CA program or network, being creative in using volunteers can help the agency strengthen its capacity at low cost. Many of the guidelines and suggestions presented in this manual not only pertain to CA programs but also could be used to enhance the placement, functioning, and satisfaction of volunteers in other advocacy settings.

CONCLUSION

People with mental or physical impairments or both are handicapped by those impairments in obtaining the quality of employment, education, living conditions, and human relationships to which they are entitled. Society has compounded their handicaps by its practice of exclusion and its attitude that second-best is good enough for a handicapped person.

Both developmentally disabled people and society as a whole need some assistance to change this situation, and citizen advocacy is one program that can help. It can help proteges attain specific goals; it can also break down barriers to make future goals easier to attain. It benefits society by helping disabled persons become more productive citizens. It also benefits individual citizen advocates who discover through personal involvement the humanity and strengths of disabled people.

Citizen advocacy not only helps to solve daily and immediate problems of individuals, it is a powerful agent of social change.

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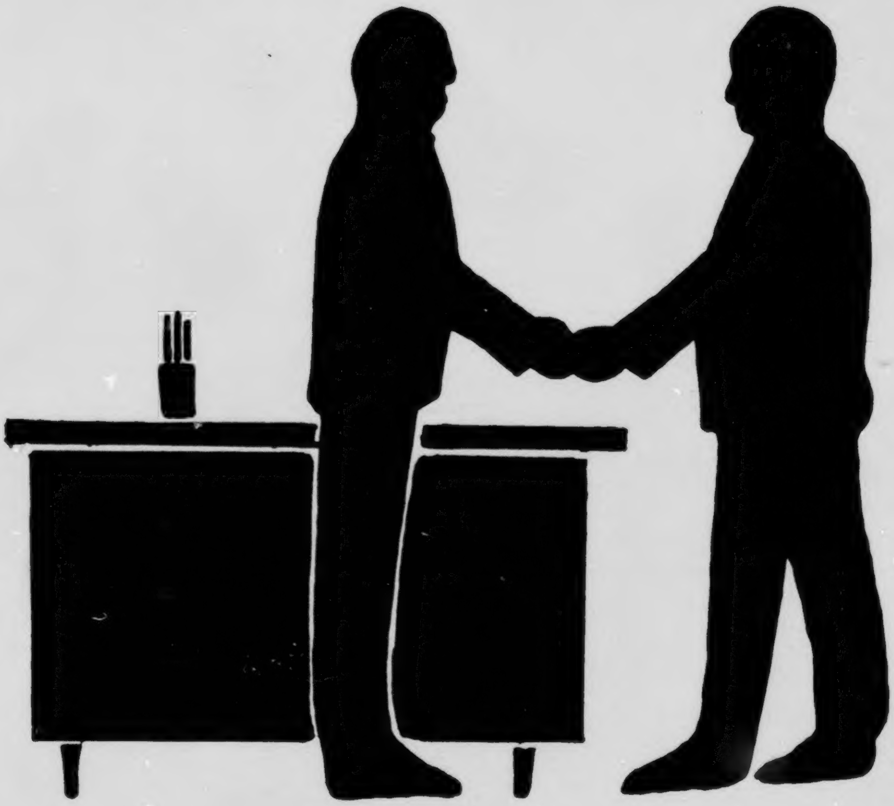
Feasibility Study



Whether a concerned individual wants to start a citizen advocacy (CA) program in a community, or an organization wants to launch a CA program or expand its services to include CA, they need to know how to get off to a sound start. They might be eager to recruit advocates, match them with proteges, and get the program going. However, careful planning and building a proper foundation are essential before actually implementing the program. In any situation, there are two important preliminary steps: getting allies and finding facts. These tasks require hard work and perseverance; however, program founders can expect to gain a great deal of satisfaction from building a useful program from ground zero.

GETTING ALLIES

The first step is to review basic information about CA and generally define the target audience. Then the founders will be ready to find some allies and ask them to join a study committee.

Learning About CA

Acquiring or brushing up on basic information about CA will help the program founders convince others of the value of the concept. The founders need to anticipate questions that others may raise, and prepare themselves to respond. Just what is CA? Has it worked successfully in other communities? Who can participate in a CA program? Who benefits from CA, and how? How much does a typical CA program cost? What assistance is available for CA programs? The narrative information and resource lists in this manual address these questions and suggest sources of further information. Founders can contact their state Protection and Advocacy (P&A) agency to learn what CA programs already exist in their state. National consumer organizations, or their state or local chapters, might be able to provide up-to-date information on CA programs operated by their affiliates. Examples of such organizations are:

Epilepsy Foundation of America
1828 L Street, NW
Washington, DC 20036

Association for Retarded Citizens
2709 Avenue E East
PO Box 6109
Arlington, TX 76011

National Society for Autistic Children
1234 Massachusetts Avenue, NW
Washington, DC 20005

United Cerebral Palsy Associations, Inc.
66 East 34th Street
New York, NY 10016

Choosing a Focus

It also is helpful to have at least some focus for the proposed program in mind before asking people to serve on the study committee. Focus means what type of proteges will be served and what geographical area will be covered. The program's focus should be a function of the needs in the community. For example, perhaps several mentally retarded adults in the community are living very isolated lives and are not working. This is the kind of problem a CA program could tackle. In the past, CA programs have caused themselves frustration and problems by trying to serve too many people spread over too large an area. Of course, the number of proteges and size of the area that a program can effectively serve depend on several things; the number of paid staff is one crucial factor. With the usual staff arrangement (a coordinator and a secretary), it is difficult to serve a community as large as 100,000. If a program wants to serve a larger area, a good approach would be to establish a network of CA programs, beginning with one or two programs to cover selected areas and opening more programs later. Another alternative would be to add more staff later when funds permit.

Forming a Study Committee

Once the founders are well informed about CA and have agreed on a focus for the proposed program, they are ready to ask people to join a study committee. This committee will assess the feasibility of establishing a CA program and help it become operational. The committee size should not exceed 20 members, and a group of 10 to 12 is ideal. Committee members should be selected for their ability to help implement committee activities, which will include:

a. Visiting other advocacy programs
b. Developing a fact sheet on the CA program
c. Planning a feasibility study
d. Contacting key persons in the community to assess the need for CA
e. Identifying available resources
f. Determining whether a CA program is feasible
g. Developing a proposed budget
h. Locating a sponsor
i. Disbanding and yielding responsibility for the program to the newly-established governing board

Disabled individuals and their families could help assess the need for CA services. Members of consumer organizations, such as the ARC, and staff of service agencies, such as an MH/MR center, should be familiar with existing services. Politically active and experienced citizens, such as members of the League of Women Voters, should be able to form ties with important community groups. Someone with experience in volunteer recruitment, such as Red Cross staff, would know about the local volunteer pool and effective recruitment techniques. A financial expert or potential funder could provide information on budgeting and on the availability of funding. An attorney could advise on incorporation and related legal issues, and an insurance representative could guide the committee in procuring appropriate insurance coverage for the program and its staff and volunteers. All these areas of expertise will be needed as the committee implements its activities, and the best way to gain access to them is to select members with these skills and specialties. Each member should know why he or she was selected and what he or she is expected to contribute. Committee members should represent various ethnic populations in the community as well as different geographical areas.

The costs of the committee's activities should be minimized. Some funds will be needed for travel expenses and materials. A prominent citizen might be willing to donate the money needed for the committee's work. The state P&A agency might be able to offer some funds. Or a local organization, such as a civic club, an ARC, or United Way, might be willing to make a donation or permit use of its resources. If all else fails, committee members might occasionally need to make a donation; if this is likely, committee members should know about it before they agree to serve.

The committee will meet regularly, and members will have tasks to do between meetings. At the first meeting (see Table 1), the members will need a thorough orientation to CA. They need to be familiar with the concept so they can knowledgeably and effectively represent the program to others. Films, slide shows, and written materials are available for such an orientation; several are listed and briefly described in Appendix A of this manual. Some are free; others have a rental or purchase fee; many need to be ordered a month or more in advance. Or the committee might be able to get a speaker from an existing CA program or the state P&A agency. Also at the initial meeting, the committee needs to get organized. If no one is in charge, nothing gets done. A list of committee members' names, addresses, and phone numbers needs to be distributed. A chairperson and a secretary should be chosen. The chairperson is responsible for coordination, and the secretary keeps members informed of meetings and corresponds with other groups. A regular meeting time should be established; canceling unneeded meetings later is easier than scheduling a meeting at the last moment. If subcommittees are formed for specific tasks, subcommittee leaders need to be designated.

TABLE 1

Study Committee Meetings and Activities

1. **Initial meeting**
   Present CA orientation
   Elect chairperson and secretary
   Schedule future meetings
   Form subcommittees, if desired
2. **Interim tasks**
   Visit existing CA programs
   Develop fact sheet on CA and proposed program
3. **Second meeting**
   Report on interim tasks
   Write plan for feasibility study
4. **Interim tasks**
   Conduct feasibility study, holding subcommittee meetings as needed
   Research existing information and data
   Secure needed funds or donated services
   Conduct community survey: assess need and identify resources
   Analyze results
   Formulate recommendations
5. **Committee meeting**
   Make recommendation based on results of feasibility study
6. **Additional committee meetings, if program is to be established**
   Develop proposed budget
   Locate sponsor
   Find office site
   Identify potential funding sources
   Hire coordinator

Each committee member should begin working on an assignment immediately, since initial interest and enthusiasm are otherwise likely to wane. As much as possible, members should choose the tasks they desire, based on their interests and abilities. Some important initial tasks to accomplish are:

a. Visit other CA programs
b. Develop a fact sheet on CA and the proposed program

Several committee members could visit existing CA programs and see them in action. Committee members should talk to the staff, advocates, proteges, and board members, and ask about the benefits as well as potential problems of the program. A copy of the budget will be useful later in developing the proposed program's budget. The members should report back to the committee about their visit.

A second initial task is developing a fact sheet with basic information about CA and its importance. The fact sheet will be needed when the committee actually begins the feasibility study, and this is a good time to develop it. It will also be useful later to show potential sponsors, volunteers, or people referring potential proteges to the CA program. It might start with a description of what CA is and what kinds of things advocates do in other communities. It then might cover who and in what geographic area the proposed program might serve and what the proposed staff arrangement would be. Names of committee members should be listed to demonstrate their involvement and support. A phone number should be included which people can call to get further information.

At the next committee meeting, the group should hear reports on the visits to existing CA programs and the production of a fact sheet.

FINDING AND ASSESSING FACTS

The next meeting also is the time when the committee begins planning a feasibility study to determine if it is practical to establish a CA program in the community. A feasibility study demonstrates:

a. That there is a population in need of the service
b. That the service is not already being provided
c. That the necessary resources (e.g., volunteers, endorsements from agencies, potential funding) are available

A feasibility study has two basic components—estimating need and identifying resources—which show the practicability of a proposed program. The feasibility study will accomplish more than just the collection of facts. It will continue the support-building process that began with the recruitment of committee members. As the committee members go around seeking information, they will be orienting important people to the CA concept. The committee members will also be actively seeking supporters and even sources of funds. They will be learning a great deal of useful information about the service system in the community as well as the needs of handicapped persons. If they do end up starting a CA program, all of this will be very valuable. The feasibility study will be laying the groundwork for positive and productive relationships in the community—making others enthusiastic about the CA program and making the committee better prepared to work with others. The time required to complete the study depends on several factors, including the geographic scope of the proposed program. In most cases, a minimum of a month will be needed, and perhaps three or four if a densely populated area will be served.

The committee should develop a written plan for conducting the feasibility study, specifying tasks to be completed, target dates, people responsible, and resources needed for each step or phase (see sample plan). Chapter 8 provides a more thorough description of the planning process. The tasks to be done include:

Preparation

a. List individuals and groups to be surveyed
b. Review existing information on community services
c. Secure funds or donations needed to conduct the study
d. Design suitable interview formats for gathering information
e. Prepare to respond to questions that interviewees may raise

Field Study

f. Collect information

Action

g. Tabulate and analyze information; write report
h. Make recommendations regarding feasibility of proposed program

It is recommended that the committee divide into subcommittees now, if it has not already done so, to complete the tasks.

Preparation

Several activities need to be performed before the committee collects any new information. First, committee members should *prepare a list of all individuals and groups* relevant to CA in the community. The Yellow Pages, Chamber of Commerce listings, United Way directory, and other similar sources can provide a partial inventory of the nature and number of human service organizations in the community. Committee members' familiarity with community leaders and organizations can supplement these listings. In most communities, there will be three categories of people and organizations that should be included in the listing: (a) disabled individuals and their organizations, (b) agencies and facilities serving disabled people, and (c) public and private bodies not directly involved with disabled people. Group A would know the most about their own needs and related support mechanisms that might overlap with CA. Group B could provide information about met and unmet needs, act as sources of referrals to CA, and possibly be funding sources. Group C could help the committee get to know community resources and would include potential funders. Table 2, which lists some specific organizations that might be included in each group, can serve as a guide to deciding whom to survey. The committee should write a list of all relevant agencies and individuals in their community, and if committee members know people who are affiliated with any of these groups, that should be noted on the list.

Sample Plan for Feasibility Study

Goal	Objective	Strategies	Evaluation
To determine the feasibility of establishing a CA program in sample county	Within the next three months, to conduct a feasibility study which will assess the need for CA and identify available resources	By May 10, Harry Carlisle and subcommittee will review existing data and information.	List of agencies and programs identified
		By May 28, Mary Ortega and subcommittee will design suitable questionnaires.	Sample questionnaires (see the sample questions which follow)
		By June 5, Sam Kennedy and subcommittee members will visit individuals and/or organizations to secure needed funds or donations.	Written summary of funds received
		By June 12, Sandra Nelson and subcommittee will list individuals and groups to be surveyed.	Master chart of people and groups to be surveyed (see the schedule chart which follows)
		By August 15, committee members will visit individuals and groups to collect data. (Donald Brooks will coordinate these visits.)	Chart of information gathered from survey (see the information chart which follows)
		By August 25, committee will tabulate and analyze the survey findings and write a report of its recommendations. (Donald Brooks will coordinate the data analysis and report writing.)	Summary of survey findings and written recommendations
			Statement of whether it is or is not feasible to establish a CA program at this time (see the rating sheet which follows)

Table 2

Potential Organizations and Individuals to Be Surveyed

A. Disabled Individuals and their Organizations
- People First
- Association for Retarded Citizens
- Epilepsy Foundation
- United Cerebral Palsy Associations, Inc.
- National Society for Autistic Children

B. Agencies and Facilities Serving Disabled People
- State P&A agency
- State developmental disabilities council
- Other advocacy groups
- Social welfare organizations
- Rehabilitation commission
- Legal services
- Group homes
- Institutions or state schools
- Mental health/mental retardation centers
- Public health agencies
- Nursing homes
- Child welfare organizations
- Day activity centers
- Vocational workshops and rehabilitation centers
- School systems

C. Public and Private Bodies Not Directly Involved with Disabled People
- Planning groups
- Zoning commissions
- Council of governments
- State representatives
- Town council representatives
- County commissioners
- Census office
- United Way
- Health systems agency
- Human resources agency
- Colleges
- Civic clubs
- Service organizations
- Churches
- Businesses
- Professional organizations
- Recreational facilities

Second, the committee should identify and *review all existing information available* on the groups in the listing. Committee members need to know what services each organization provides and what people it serves. Also, they should determine what role the organization might play in CA. For example, would it refer proteges, be a source of volunteers, provide funds, or donate space or equipment? The committee members should review documents, such as annual reports and yearly plans, to get as much of this information as possible. They will not be able to find all this information from existing records, so they will need to conduct a field study to gather the remaining information.

Third, before initiating the field study, committee members should *make sure that funds are available* to cover travel costs and other expenses that will arise during the study. Depending on the scope of the field study, these expenses can be minimal or substantial. Securing some funds for these purposes was recommended above as a task to be done when the study committee was established. Now is a good time to review what funds remain and secure additional donations if necessary.

The next step in preparing for the field study is to design interview formats for gathering information. It is probably best to conduct relatively informal, loosely structured interviews; however, some degree of uniformity in information-gathering will help in tabulation of all the responses. The committee should design survey forms that will gather the needed information in a tone appropriate for the community. Different questions will need to be asked, depending on whether disabled individuals or organizational representatives are being interviewed (see sample questions). Always record the name of the person who provided the information and the organization he or she represents. Inconspicuously noting the person's attitude toward CA also might be helpful.

A final task before initiating the field study is to review basic information on the CA concept and prepare to respond to questions that interviewees may raise. Table 3 presents some questions that are likely to arise.

Field Study

The next step is to conduct a field study to *collect information* that was not available from existing records relating to the need and support for CA in the community. Someone from the study committee should visit each individual and group to be surveyed. Preparing a master chart is essential for smooth organization and scheduling; list the people and groups to be contacted, who will contact each, when the

Questions to Ask Individuals in Field Study

name of person interviewed ______________________________

name of interviewer ______________________________

date ______________________________

attitude observed (enthusiastic but won't commit, cautious, negative) ______________________________

1. Do you (or a disabled individual you know) need any of the following services but are not currently receiving them? (Indicate approximate number of people, their age range, and major disability.)

   friendship or companionship ______________________________

   learning daily living skills ______________________________

   representation when your rights are violated ______________________________

   other (specify) ______________________________

2. Is there any group that you think should be an especially high priority for CA?

   ____

   ____

3. Which do you think is most important—friendship, teaching, or representation? Which is second, and which third?

   1. ______________________________

   2. ______________________________

   3. ______________________________

4. How do you think CA could be helpful?

   ____

   ____

5. Are there any advocacy organizations in the community? Have you used them? Do you know of other people who have? Were you (or they) satisfied? Please explain briefly.

   ____

   ____

   ____

   ____

Questions to Ask Organizations in Field Study

name of person interviewed ______________________________

name of interviewer ______________________________

date ______________________________

attitude observed (enthusiastic but won't commit, cautious, negative) ______________________________

1. Are you aware of existing advocacy services in this community? If so, please describe the population served and the type and scope of services.

   ____

   ____

2. Do you feel that there is a need for CA? ____________yes____________no
If so, answer questions 3-6, if not skip to question 7.

3. Indicate the approximate number of disabled individuals you believe need each type of CA assistance. Also indicate their age range and major disabilities.

friendship ____________________________

teaching daily living skills ____________________________

representation ____________________________

4. Is there any group that you think should be an especially high priority for CA?

____

____

5. Which do you think is most important—friendship, teaching, or representation? Which is second, and which third?

1. ____________________________
2. ____________________________
3. ____________________________

6. How do you think CA could be helpful?

____

____

____

____

7. If not, why not?

____

____

8. Would you be willing to indicate your support for the CA concept in a letter? __________yes __________no

9. Would you actively support a CA program if one is started?
__________yes __________no

10. If so, in what way?

provide volunteers to become advocates (indicate approximate number and type)____________________________

refer disabled individuals to be proteges (indicate approximate number, age, and disability of prospective proteges) ____________________________

provide funding (indicate approximate amount and how it could be obtained)____________________________

suggest potential funding sources ____________________________

provide space, furniture, or equipment____________________________

11. How can CA serve mutual goals and facilitate your work?

____

____

____

Table 3

Some Questions People Ask About Citizen Advocacy

1. What is citizen advocacy? Where did it come from?
2. Isn't it too idealistic?
3. What makes you think people will volunteer to be advocates?
4. How do you think you're going to get people to commit themselves to being advocates?
5. Do people actually maintain one year commitments or not, and what is the percentage of turnover in citizen advocacy relationships?
6. What makes citizen advocacy different from other existing programs (Big Brothers, Foster Grandparents, etc.)?
7. To what extent will you coordinate citizen advocacy with existing volunteer programs?
8. Wouldn't a citizen advocacy program starting up alienate existing agencies, social workers, etc., since they would feel you're muscling in on their territory? How do you solve this problem?
9. When you set up a citizen advocacy office (i.e., coordinator, secretary, and staff) aren't you creating a bureaucracy with all the weaknesses inherent in other agency services?
10. Where will you get funding for a citizen advocacy program?
11. Do advocates have to be trained and experienced in working with handicapped persons?
12. If someone has already been helping a handicapped person and wants to become the "official" advocate for that person, can it be done?
13. I'd like to be an advocate, but I'm a college student and need time for study. How much time do you have to spend with a protege per week in order to become an advocate?
14. Can a protege have more than one advocate at a time?
15. Where do you find proteges and advocates?
16. What if people don't want advocates or don't like their advocate?
17. How do parents feel about their child's advocate "taking over"?
18. If you have more proteges than advocates, what happens? Do you start a waiting list?
19. What do you do if an advocate leaves without telling you?
20. What do you do about an advocate who is leaving?
21. What happens if the advocacy office finds out that the advocate has encouraged his protege to steal, use alcohol, drugs, etc.? What does the office do? What responsibilities does an advocate have if his protege breaks the law?
22. How do you know what advocate to match with what protege? What are the criteria for finding the "right" advocate for a given protege?
23. What obligations does an advocate have towards his protege? What responsibilities does the advocate have for his protege?
24. Do advocates screen other advocates?
25. Does an advocate become obligated to the citizen advocacy office?
26. How much more can an advocate do, other than establishing a relationship?
27. What type of training is required for advocates?
28. What type of training is required for citizen advocacy office staff?
29. Why do you use all those "jargony" words (advocate, protege, instrumental, etc.)?
30. I only have a few hours a month to be an advocate. Is that okay?
31. How do you screen out the "kooks" from the advocates, and prevent abuse and exploitation of proteges?
32. What's in it for me and my agency?
33. Describe a protege. What are some typical characteristics of a protege?

NOTE: Adapted from *Your Citizen Advocacy Program*, by the Canadian Association for the Mentally Retarded, (Ontario: CAMR, 1976), Appendix E, and used by permission.

Schedule Chart for Field Study

Individuals or organizations to be contacted	Who will contact	When contact will occur	When results will be reported to study committee

contact will be made, and when the person will report back to the study committee (see sample schedule chart).

In some cases, presentations to groups might be most appropriate; in others, individual meetings might work best. When approaching agencies and facilities, committee members should try to make contact with the top person, for he or she is not only likely to know most about the overall picture but is the one whose support will matter most. Keep in mind that some directors may see CA as a threat. They may worry, perhaps with good reason, that a CA program looking over their shoulder will only bring more hassles, or they may think that the CA program will be trying to take over services that they now provide. Committee members need to be alert to this possibility and actively attempt to correct any misconceptions. They can do so best by clearly explaining CA (give them a copy of the fact sheet) and emphasizing its mission of helping existing agencies better serve disabled persons as well as enriching the lives of disabled persons. Committee members should be careful not to start out as though they were an adversary critical of the job agencies are doing.

By raising specific questions, committee members can get information that is as specific as possible about the need and support for CA. For example, when identifying the need for CA, they can try to find out numbers, ages, and limitations of prospective proteges. In an effort to protect their clients' confidentiality, agencies sometimes are reluctant to share specific records and information. They will most likely withhold the clients' names; however, other useful biographical information can be shared, such as age, sex, place of residence, handicapping condition, and services received or needed. Many disabled persons might be receiving services from more than one agency, and overlap can be avoided in estimating the potential numbers of proteges by asking agency personnel to indicate whenever possible what other agencies are serving the client.

With regard to potential *support* for CA, the basic questions are: is there an adequate volunteer pool, and is the community willing to support the project, financially and otherwise? Again, the more specific the information, the better. For example, how many and what kinds of volunteers, how much financial support, what kinds of equipment, or how many referrals does an organization expect to provide for CA? The sample questionnaires presented earlier contain questions that can be used to get this information.

Some people may be eager to become involved in the effort to get the program going. Committee members should provide only general information at this point, and not recruit advocates or proteges. If advocates and proteges are recruited too far in advance, they will lose enthusiasm in the interim before the program is actually implemented.

When organizations and agencies indicate their enthusiasm about the proposed CA program, ask them if they would be willing to write a letter of endorsement, expressing their support and mentioning ways in which they would be willing to help. Not only is it good to get their commitment in writing, but letters of endorsement come in very handy when outside funding is later sought.

In one meeting, committee members are not likely to get firm commitments to provide funds or equipment, and they may not even get specific numbers of volunteers or referrals. What they want to do is identify likely sources for follow-up later. For example, a private organization may think that it would possibly come up with a small amount of money. Committee members want to find how that possibility can be pursued later. Then, assuming they decide to go further with the proposed program, they can actively pursue it.

Action

After all contacts have been made, the study committee needs to meet and each member should present in writing the results of the contacts. These findings should be recorded and compiled in one place, such as on a chart similar to the sample. *Tabulating the columns* in the sample chart will result in an overall estimate of need and potential support for CA.

Finally, the committee must *analyze the information* to decide whether it is or is not feasible to establish a CA program and *write a report of the committee's findings and recommendations.* A sample rating sheet is presented that committee members could complete, either individually or as a group, if they need help in reaching a consensus on whether or not it is feasible. In general, the more negative responses, the more questionable it would be whether to establish a CA program. If each question is answered "clearly yes," then conditions in the community are apparently sufficiently positive for establishing a CA program. If any item is rated "clearly no," the committee members should consider carefully whether or not to establish a program at that time. If any item is rated "probably no," the committee may want to continue its efforts to determine whether it might have missed something.

If the committee members decide that establishing a CA program *is* feasible, they should proceed with this manual for guidance in subsequent steps of establishing and operating a program. The information gathered for the feasibility study will be valuable in applying for funds, since objective data help convince funding sources of the need and justification for a proposed program. Moreover, the findings will suggest long-range direction and priorities for the program since, in the feasibility study, more needs will probably be identified than the program can meet immediately.

If, on the other hand, the data indicate that it is not feasible to establish a CA program at this time, the committee should accept this conclusion. Perhaps another program is already meeting the needs. Perhaps some other kind of advocacy is needed instead. The committee members should discuss whether conditions are likely to change so that, at some future time, it might be feasible to establish a CA program. They should consider whether they wish to try to promote whatever change is needed and, if so, what strategies they will use. If a future meeting seems appropriate, the committee should agree on an approximate time (for example, in six months) and decide who will be responsible for actually arranging the meeting later.

Information Chart for Field Study

Information Source		Need for CA			Support for CA				
Agency or individual contacted	Study committee member who reviewed records and/or made contact	Potential population to be served by CA (Approximate number of individuals / age range / major disability)	Priority group needing CA	Most important function of CA—friendship, teaching, or representation	Funds (approximate amount)	Volunteers (approximate numbers & type)	Referrals (approximate numbers & type)	Office space and/or equipment (Specify)	Other (Specify)

Rating Sheet for Determining Feasibility

Mark the appropriate box to the right of each question.

	clearly no	probably no	probably yes	clearly yes
1. Do the data indicate that there is a population in need of CA services?				
2. Do the data indicate that CA services are not currently available?				
3. Do the data indicate that the following necessary resources are available?				
Volunteers				
Potential funding				
Equipment / space				
Supportive attitude from local agencies				

SPECIAL CONSIDERATIONS FOR ORGANIZATIONS SUCH AS P&A AGENCIES

Most CA programs are in urban locations and serve a communitywide area; however, it is possible to set up CA programs in rural areas or, like the P&A agencies, to serve a large area (e.g., several counties or a whole state). In these cases, special issues need to be considered.

Rural Model

Rural populations may have one of several different arrangements, including rural areas adjacent to a large metropolitan center, several rural communities clustered together, or a scattered rural population. In rural areas with no nearby town or metropolitan area, a CA office might be established in a rural community. If there is a nearby city or metropolitan center, a CA office can be set up there and staff hired to travel regularly throughout the rural area, insuring that matches are proceeding smoothly. A central CA office can be set up in the metropolitan center and satellite offices established in the surrounding rural areas.

If satellite offices are established or traveling staff members are used, the central office staff needs to be sensitive to the perspectives of the rural residents. Establishing and maintaining rapport with them will be crucial to the success of the CA services. People in rural communities often have a strong sense of the history of their area and their identity with it. They like to be autonomous and take pride in their self-sufficiency. They may resent reporting to a central office and prefer to join with other small communities instead. Therefore, if traveling staff members are to be used or satellite offices are to be established in rural areas, people from the rural areas should help with the feasibility study and planning from the beginning. They can provide valuable input in conceptualizing the program. Chapter 7 presents additional guidelines for promoting cooperation among people with differing perspectives.

Another issue that may arise with the satellite approach is whether to use *volunteer* or *paid* staff in outlying areas. In most cases, programs using volunteer staff have encountered problems. Although there are exceptions, volunteer coordinators have been more likely than paid coordinators to quit when discouraged by the demands, challenges, and frustrations of the coordinator's role. Also, even though the volunteer coordinator in the satellite area may work in conjunction with paid staff in the central office, the central office generally loses some degree of quality control over the services provided in the satellite area. Finally, volunteer coordinators tend to maintain a low-key posture and typically do not publicize and promote the program as much as paid coordinators do. In short, using volunteers in the same roles as staff seems inappropriate and unfair to them. Placing volunteers as advocates, advocate associates, or advisory board members seems a much better use of valuable volunteer resources.

The effort required to fund, recruit, and train paid staff for satellite offices is usually worthwhile.

Statewide Model

CA programs sometimes serve an area larger than a single city or community. P&A directors, for instance, are required to provide their services statewide. As mentioned above, experience has shown that a typical CA office, with one coordinator and a secretary, can effectively serve a maximum area of about 100,000 population. When a program attempts to serve a larger area, the coordinator's role by necessity changes. CA is intended to be a local, community program, and its effectiveness depends on the coordintor's intimate familiarity with the community and the resources it does or does not offer to disabled individuals. The coordinator spends much time building and maintaining good relationships with individuals and community groups. These functions are crucial for the success of a CA program. However, when a program attempts to serve a larger area, the coordinator can no longer cover the entire area thoroughly and in person. Since the program's service area is extensive and scattered, the coordinator must rely on other people and agencies to do much of the work. These people likely have competing interests, and many of the same problems that were pointed out above in conjunction with using volunteer staff in satellite offices also arise here. Therefore, when by choice or requirement a CA program needs to serve a large area, the program should at first focus on some portion of the area; then it can expand later once the initial program is well established.

For P&A directors, one way to begin would be to focus on a few selected geographic areas around the state. Existing CA programs in the state could be included in the P&A network, and some new CA programs could be set up. Clear priorities and limits need to be established and followed. All the regions of the state could demonstrate their need for CA and submit a proposal for establishing a new CA program. Based on clear, objective criteria, a few could be selected to be implemented first; then after the initial effort is well underway, more staff and/or additional offices could be added. Providing total funding for a program during its first year, half of its second year funding, and no funds in subsequent years is one way to establish new programs and then gradually withdraw, requiring the program to find its own support and enabling the P&A agency to offer seed money to new programs in new areas.

Implications

All these considerations should be explored in the feasibility study. The feasibility study needs to cover not only the central office area, but also prospective satellite areas. It needs to show how many areas are to be served, where they are, what resources are available in each, and which areas will be included in the initial effort. The study committee should include representatives from all geographic areas to be served. A person from each proposed site can provide valuable personal contact and credibility.

P&A directors need to know about statewide as well as community feasibility—how a CA network would mesh with other kinds of advocacy, whether a CA network helps meet P&A goals not otherwise met, what budget and staff commitments will be required. Each part of the network should share common goals and priorities. Therefore, after synthesizing data on community feasibility, a P&A director would need to address these additional issues. "Start small" is the key: one or two new CA programs the first year are much more likely to succeed than a massive, statewide effort all at once.

The feasibility study clearly becomes more complex and tedious as the scope of the proposed program increases; however, the time and effort spent at this stage are worthwhile and necessary in order to build a good foundation for subsequent fundraising and program implementation and to suggest both immediate and long-range direction and priorities for the program.

RESOURCES

Canadian Association for the Mentally Retarded. *Your citizen advocacy program: A handbook for volunteer leaders and citizen advocacy staff.* Downsview (Toronto), Ontario: Author, 1976. (Kinsman NIMR Building, York University Campus, 4700 Keele Street, Downsview [Toronto], Ontario, Canada M3J 1P3)

Food Research and Action Center. *School's out . . . let's eat: FRAC's guide to organizing a summer food program.* Washington, DC: Author, 1978. (2011 I Street NW, Washington, DC 20006)

Jackson, K.W. *Community needs and resources assessment guidebook.* Washington, DC: National Center for Voluntary Action, 1976. (The National Center for Citizen Involvement, 1214 Sixteenth Street NW, Washington, DC 20036)

National Association for Retarded Citizens. *Avenues to change* (Book II). Arlington, TX: Author, 1974. (2709 Avenue E East, Arlington, TX 76011)

O'Connell, B. *Effective leadership in voluntary organizations.* Chicago: Association Press, 1976.

Wolfensberger, W. *Steps in establishing advocacy programs.* Presentation at P&A Conference, Houston, TX, January 1979.

Business and Legal Preparations

Once the study committee has decided to establish a citizen advocacy (CA) program, then some basic legal and business matters need to be handled. First a budget proposal needs to be developed. Also, a sponsor should be found. Some form of legal organization needs to be established, making the CA program either an affiliate of the sponsor or a separate incorporated organization. Appropriate insurance coverage should be obtained.

DEVELOPING A BUDGET PROPOSAL

A budget is a plan for an agency's activity expressed in dollars and cents, and it reflects the organization's goals in monetary terms. Budgets should be as realistic as possible, not only giving an honest assessment of how much money is needed, but also reflecting how much money can be raised in a community.

At this point, the study committee should serve as a budget committee as well. After the CA program is formally organized, a finance committee should be a part of the standing committee organization (see Chapter 4) as described in the bylaws.

Costs vary from one program to the next, and some CA programs have operated successfully on an annual budget as low as $15,000. Most CA programs use a traditional, line item approach to budgeting. The items included may vary somewhat; however, certain basic items are almost always included (see sample format for line item budget). As a first step in developing a budget proposal, the study committee members

Format for Line Item Budget

Expenditures

A. Personnel
  1. Coordinator $__________
  2. Secretary/bookkeeper __________
  3. Other __________
  4. Employee benefits __________

Subtotal $__________

B. Operating Costs
  1. General supplies $__________
  2. Postage __________
  3. Telephone __________
  4. Insurance __________
  5. Rent __________

Subtotal $__________

C. Travel (staff and board)
  1. Conventions $__________
  2. Workshops __________
  3. Board meetings __________

Subtotal $__________

D. Equipment
  1. Furnishings $__________
  2. Office machines __________
  3. Maintenance of equipment __________

Subtotal $__________

GRAND TOTAL $__________

Income

A. Government funds $__________
B. Foundation money __________
C. Community funds __________
D. Other __________

Subtotal $__________

GRAND TOTAL $__________

should list all the items that will be needed for the first year of the CA program and estimate the cost of each item. If they visited existing CA programs during the feasibility study and obtained budget information, reviewing it can suggest what items other programs needed and how much they cost. The study committee members should get cost estimates for all items in their budget from people in their own community. Local service agencies can provide figures for salaries which they pay employees comparable to the CA coordinator and secretary. Utility companies and office rental agents can estimate costs for renting and maintaining the required office space. Local programs or businesses of about the same size can indicate how many supplies they use, and retail stores can supply estimated costs for supplies, furnishings, and equipment. Some CA programs have purchased supplies jointly with other organizations in order to get volume discounts. If, during the feasibility study, individuals or groups indicated an interest in donating some items, this is a good time to pursue those offers.

After all these figures have been gathered, the study committee can develop a proposed budget. An explanation of how all the figures were obtained should be included on the budget. This is very important because funding sources will expect a justification of all the calculations.

One way to justify a figure is to write under each item an explanation of how it was calculated. For example, the budget might read as follows:

OPERATING COSTS

Telephone	$480.00
Monthly charge for two phones plus $20/month for long distance calls	$ 40.00/12 months
Rent	$2,400.00
Occupancy of two-room office	$ 200.00/12 months

Another way is to write a budget narrative on a separate page. The narrative page should explain how the budget figures within each category were obtained. An example relating to personnel costs appears below; of course, each budget committee will have to find out how personnel benefits are actually calculated in its state:

PERSONNEL

This item includes salary for one coordinator and one secretary, and employment benefits for both. The following benefits to be paid by the employer are included:

Social security	6% of salary
Retirement	6% of salary
Medical insurance	$35 per month per employee

Figures are based on salaries comparable to those paid by other agencies in the community.

If any items have been or will be donated, these contributions should be noted in the budget so that it accurately reflects the total cost of the program. Such contributions are usually referred to as in-kind contributions.

The type of budget just described—a traditional, line item budget—is used widely. Another budgeting approach that is becoming increasingly popular is a program budget. In a program budget, expenditures are based on program functions and objectives, rather than items such as salaries and equipment. A program budget might look like the sample presented below. Program budgets are useful in showing what portion of the expenditures are needed for various activities. They also demonstrate which services can be added at what expense.

No matter what type of budgeting approach is used, the budget is a guideline rather than a rule. It is flexible and can be changed. A proposed budget for a program that is just starting must be based on estimations. Budgets are reviewed and revised as the program develops.

GETTING A SPONSOR

The study committee's next task is to find a sponsor for the CA program. Occasionally, individuals have attempted to create a CA program without a sponsor. This is risky, frustrating, and something to avoid if possible. The endorsement of an established group that already has credibility and support from the community is a boost to an emerging CA program. Experience has shown that developing a new CA program is difficult under ideal conditions and practically impossible without a sponsor that has credibility.

The sponsor's role is to endorse and help implement the CA program. The sponsor's functions vary from one case to the next, but a primary function in all cases is to help provide and obtain funding for a CA program. Although occasionally a sponsor has provided 100% funding for a CA program, this is unusual. More commonly, the sponsor provides some portion of the CA program's funding, such as insurance coverage and matching money for grants. (The topic of matching money will be explained in Chapter 5). The sponsor's credibility also helps generate funds from other sources.

In addition to supplying funds, the sponsor can identify potential funding sources, help to negotiate grants, and promote positive relationships with community leaders and organizations. In some cases, the sponsor also might provide office space for the CA program

Format for Program Budget

Expenditures

1. Recruiting $____________
2. Screening ____________
3. Matching ____________
4. Training ____________
5. Follow-along ____________
6. Planning and evaluation ____________
7. Public awareness ____________

GRAND TOTAL $____________

Income

1. Government funds $____________
2. Foundation money ____________
3. Community funds ____________
4. Other ____________

GRAND TOTAL $____________

and perhaps share some equipment. The sponsor's governing board is often responsible for establishing policies for the CA program. In some cases, the sponsor receives a percentage of all grant money generated by the CA program to help pay for overhead expenses not charged to the CA program (such as rent, insurance, or heating).

Existing CA programs are sponsored by a wide variety of organizations, including consumer groups (Associations for Retarded Citizens, United Cerebral Palsy associations, People First chapters), religious organizations (Knights of Columbus), community agencies (United Way), and civic, service, or fraternal organizations (Civitan clubs). In addition to getting a local sponsor, some CA programs also have affiliated with their state P&A agency. This can be simply an administrative/communication link, or it can result in some P&A funding for the CA program.

In selecting a sponsor, there are two major issues to consider: conceptual compatibility and freedom from conflict of interest. It is important to choose a sponsor whose understanding of the CA concept approximates the study committee's understanding. As presented in Chapter 1, CA includes both friendship and practical assistance. Experience has shown that potential sponsors often think of CA as a "friendship only" program since friendship is relatively unlikely to create controversy or challenge other community agencies. If the sponsor feels this way but the study committee wants to create an instrumental advocacy program, problems are likely to arise. If a program is limited to friendship relationships, the program's credibility in the community and among potential funding sources might decrease, since funders might consider a problem solving service more valuable or needed. Therefore, the potential sponsor's conceptualization and philosophy of CA should be explored thoroughly and clearly.

Furthermore, the sponsor's interests and allegiances should not conflict with those of the potential proteges. That is, the sponsor should not be an agency that delivers services to potential proteges. When an advocate speaks out for the rights and dignity of a protege whom the agency serves, the agency generally will choose between supporting the advocate or protecting the agency system by attempting to control the advocate. At the point where an advocate fails to promote the best interests of the protege, the person is no longer an advocate. Instead he or she has become a volunteer serving the agency rather than the protege. It is important to seek support from service delivery agencies and institutions early in the program's operation. Their staff can help by referring proteges and working with advocates serving their clients. However, these agencies should not become the sponsor for the CA program due to their conflict of interest and the problems it creates.

Once the study committee members have agreed on the sponsor they would like, they should meet with the potential sponsor. The committee can describe the results of the feasibility study and present a copy of the budget proposal. They can point out the potential rewards for the sponsor, the community, and the people served. For example, disabled individuals will be served. CA will complement other existing programs and add a valuable service to the community. And a well run program will reflect positively on the sponsor. During this meeting, the committee should discuss the sponsor's specific roles and responsibilities. For example, who will hire and fire staff—the CA board or the sponsor? All these roles and responsibilities must be put in writing and must be clearly understood by all parties.

Once a sponsor has been obtained, the study committee can meet with the sponsor's board of directors to get acquainted, both personally and programmatically.

INCORPORATING

The next step is to form the CA program into an official body for carrying on activities to reach its goals. This includes determining the organizational structure, preparing the necessary creating documents, designating the method of governance, preparing and adopting bylaws, and obtaining tax-exempt status.

Organizational Structure and Creating Document

For any organizational structure, an appropriate creating document must be prepared. The creating document states the general purpose and organization of the program; later the program will need to draw up bylaws and operating policies to describe program functions more specifically. The form a creating document should take depends on what organizational structure is adapted. The four basic options for organizational structure are:

- a. Nonprofit organization under the auspices of the sponsor's incorporation
- b. A separate nonprofit corporation
- c. A separate trust
- d. A separate unincorporated association

Each of these arrangements has different advantages and limitations. Each program must consider its own situation carefully and select the option that will work best.

If the sponsor—whether it is the state P&A agency, a local ARC, or some other organization—is incorporated as a nonprofit organization, the CA program can *come under its auspices as an affiliate of the agency or organization.* In most cases, this can occur automatically once the sponsor's board of directors has voted to sponsor the CA program, and a separate creating document will not be needed. Occasionally, it may be necessary to amend the sponsor's articles of incorporation, bylaws, and/or operating policies to specify what the relationship between the sponsor and the CA program will be. The advantages of this arrangement are that it avoids duplication of the effort and expense of incorporating the CA program separately, and it simplifies and provides continuity to the sponsor/CA program relationship since they both exist under the same legal structure. However, it also can limit the independence of the CA program. This is the most common organizational structure among CA programs.

In some cases, the sponsor is not incorporated or is unwilling or unable to include CA in its incorporation. Or the study committee may decide to organize separately in order to maintain complete independence. In these instances, any of three other options may be pursued.

The CA program may become a *nonprofit corporation* by drawing up articles of incorporation and filing them with the office of the secretary of state. Or the program may form a *trust* by drafting a declaration of trust or trust indenture and filing it with a local and/or state office, such as the county recorder and/or the secretary of state. Or an *unincorporated association* may be formed by having the persons who will act for the organization file with a local office, indicating the name of the organization under which they will be operating, and in some cases, filing articles of association. These three types of organization are similar in that each constitutes a vehicle for a group of people to associate together to carry on activities to reach a common goal. Although any of them can be used successfully by groups such as CA programs, the nonprofit corporation is used more frequently than the other two.

The following procedures are necessary in order to pursue any of these three options:

- a. Check with a lawyer to determine what specific steps must be taken to meet state requirements and to obtain guidelines for drafting the appropriate creating document. Requirements vary from state to state.
- b. Decide on an official name for the organization.
- c. Establish the location of the principal office of the organization. In the beginning, the principal office might be the mailing address of the person chairing the study committee.
- d. Determine who will be the initial incorporators, trustees, or associates. They could be some or all of the members of the study committee.

There is some cost involved in setting up any of these organizational structures. One cost is the filing fee for registering the creating document. In most states, the filing fee will be under $100. A second potential cost is the lawyer's fee; however, most CA programs have been able to find a lawyer who is willing to do this work without charge.

Method of Governance

A method of governance for the CA program needs to be chosen, and an initial governing board established. Since the method of governance and board members will affect the future of the organization, these decisions must be considered carefully. If a CA program has merged with its sponsor, then the sponsor's governing board probably will become the governing body for the CA program. In this case, the study committee usually recommends one or two members for the governing board. The sponsor, however, actually appoints board members. On the other hand, if the CA program has chosen to be governed independently, then a separate board of directors needs to be formed. The study committee members may serve as the first board, or they may develop a plan for creating a permanent board of directors. In either case, the board needs to be formed now. When the bylaws are drafted (see below), they should describe board organization and procedures.

An advantage to having the study committee serve as the first board is that by this time the members are thoroughly familiar with the goals, objectives, and purposes of the CA program. This knowledge facilitates working through the beginning of board organization and program implementation. Each study committee member should have the opportunity to decide freely whether or not to serve on the board, since by this time the study committee members will have fulfilled their original commitment.

If the study committee develop a plan for creating a permanent board of directors, their work will be complete as soon as the plan is finished. They may either establish the board themselves or appoint a nominating committee to select and recruit prospective board members. The guidelines in Chapter 4 for forming and working with a board will help the study committee in this final task. The new board establishes the organizational structure and develops the appropriate creating document for the CA program, as described above. It is a good idea for at least some of the study committee to continue as members of the permanent board so that the board has the benefit of the knowledge and experience gained during the program's developmental stages.

Bylaws

Bylaws are rules adopted by an organization to describe its purpose and method of governance. When a CA program affiliates with the sponsor and shares its incorporation, the sponsor's bylaws may cover the CA program as well. When the CA program incorporates separately, however, it will need to develop separate bylaws.

The bylaws should be written in legal language and should be drafted by the board with the assistance of a lawyer. They, as well as the creating document, should be reviewed periodically and revised as needed to reflect changes in the CA program.

The bylaws state the name and functions of an organization and describe how the unit responsible for it (the governing board) operates. The bylaws should be more specific than the creating document but less specific and extensive than the operating policies. Staff policies, advisory board information, and analyses of program activities such as recruitment and training should be covered in the operating policies (see Chapter 6), not in the bylaws. A good rule of thumb is that if a policy is subject to change (e.g., frequency and content of advocate training sessions), it should be described in the operating policies, not the bylaws. This is a good idea because amending the bylaws is more difficult and complex than changing the operating policies. The procedure for amending the bylaws must include giving advance public notice of proposed changes a specified number of days before the board votes on the change; many organizations consider amendments to their bylaws only once a year.

Bylaws should cover the following topics:

1. Name of organization
2. Purpose and functions of organization
3. Description of the voting membership (governing board members)
4. Tenure of service of governing board members
5. Number of meetings of governing board
6. Number and description of standing committees of governing board
7. Description and responsibilities of executive committee
8. Election of board officers
9. Terms of officers
10. Appointment of committee chairpersons
11. Tenure of chairpersons
12. Annual meeting and special meetings
13. Quorums
14. Filling of vacancies on governing board
15. Employment of staff for the organization
16. Amendments to the bylaws
17. Required reports
18. Removal of governing board officers
19. Statement of organization's fiscal year
20. Bank accounts, deposits, and disbursement of funds

These topics are covered in sections, known as articles. Bylaws should follow a relatively standard format (see sample format for corporate bylaws). Each CA board should work with a lawyer to tailor its bylaws to its own goals and organization while meeting standard legal requirements.

Tax-Exempt Status

An additional task that is crucial, regardless of what methods of organization and governance are chosen, is obtaining status as a 501(c) (3) organization. Section 501(c) (3) of the Internal Revenue Code defines a tax-exempt charitable organization, and all CA programs

Sample Format for Corporate Bylaws

____, Inc.

Bylaws

Article I: Name

This article states the name of the organization.

Article II: Purposes

This article states the purpose(s) of the organization and probably will be quoted or paraphrased frequently.

Article III: Board of Directors

This article states the size, composition, responsibilities, frequency of meetings, and requirements for quorum of the governing board.

Article IV: Elections and Terms of Board Members

This article states how board members are chosen and what their terms of service are.

Article V: Officers

This article names the board offices, tells how officers are elected, and states the responsibilities of each officer.

Article VI: Committees

This article names the standing committees of the governing board, states their responsibilities, and specifies terms of service for committee members.

Article VII: Fiscal Year

This article states when the organization's fiscal year begins and ends.

Article VIII: Amendment

This article states the procedure to be followed in amending the bylaws.

Article IX: Effective Date

This article states the date on which the bylaws become effective.

should seek a tax-exempt status. Becoming a 501(c) (3) organization has financial advantages for CA programs. If a program has 501(c) (3) status, its financial contributors may deduct their donations for federal income tax purposes. Having tax-exempt status may enable a CA program to receive donations from certain "feeder organizations" that contribute only to other 501(c) (3) organizations. Also, programs with 501(c) (3) status do not have to pay federal income taxes or some other forms of taxes (e.g., retail sales taxes in most states).

All CA programs qualify as tax-exempt organizations, since they do not conduct business for profit and they meet the Internal Revenue Service (IRS) guidelines for charitable organizations. It is important to remember that 501(c) (3) organizations are prohibited from trying to "influence legislation," as that phrase is interpreted by Treasury Regulations. Since the regulations are complex and situational, CA program personnel should talk with someone at their local IRS office or with a lawyer whenever there is any question that an activity might be interpreted as influencing legislation. The IRS personnel can interpret the guidelines as they relate to the particular situation and define the limits. It is crucial to check this out whenever a questionable situation arises, both to preserve the CA program's integrity and to maintain its tax-exempt status.

If a CA program incorporated under the auspices of the sponsor and the sponsor already has tax-exempt status, the CA program will automatically become a 501(c) (3) organization, too. However, if the sponsor does not already have tax-exempt status or if the program organizers chose some other organizational structure, the CA program will need to apply for 501(c) (3) status. The application process takes several months. IRS Form 1023 needs to be completed. Copies are available at post offices and IRS offices. This completed form, along with the following information, should be sent to the district director of IRS, whose name and address you may obtain from your local IRS office:

a. A creating document, which can be the articles of incorporation, articles of association, or a declaration of trust
b. Employer's Identification Number, which can be obtained by completing Form SS-4 (available from local post offices and IRS offices)
c. Bylaws or other rules of operation, as described above

d. A list of the membership of the organization's governing body, which probably will consist of the members of the original study committee as discussed above

OBTAINING INSURANCE COVERAGE

A final issue which the board/study committee needs to consider is obtaining adequate insurance for the CA program. As in any activity, there is some risk and potential for damage or injury. The CA program needs to protect its volunteers and program by insuring that unforeseen accident, injury, or property damage will not jeopardize the volunteers or the future of the advocacy effort. Most existing CA programs have insurance coverage, but very few have ever had to use it.

Adequate coverage begins with a general liability policy which offers protection from bodily injury or property damage resulting from the actions of an advocate, protege, board member, or staff member. Several other types of coverage can be added. For example, the advocates may be accused of causing personal injury other than bodily harm, such as libel, slander, or invasion of privacy. Or they may cause damage resulting from the operation of a motorized vehicle, in excess of the coverage offered through their personal automobile liability insurance. Malpractice insurance is probably *not* necessary since the advocates' activities are generally not considered to be professional services.

The question of who should pay for the insurance sometimes arises. Asking the advocates to pay for it is unfair to advocates who cannot afford it. A much better alternative is to have the organization that assumes sponsorship of the CA program pay for the insurance, as part of the investment in a quality advocacy program.

In many cases, the sponsor already is carrying insurance which can be extended to cover the CA program's activities. If the sponsor's insurance is a comprehensive policy, it will automatically cover any program under the sponsor's auspices. However, if the sponsor's policy is a basic one, it provides coverage only for activities listed in the policy, and the sponsor will need to contact the insurance company and get its agreement to add CA.

If the sponsor already has insurance coverage, it can probably be expanded to cover CA at little or no cost. Otherwise, a special group plan could be set up; this ordinarily costs around $100-$150 per year, which generally amounts to only a few dollars per advocate per year.

Finding an insurance company to set up a CA policy has generally been relatively easy. Most insurance companies feel that they have a civic responsibility to handle a few accounts such as this which cover many people at a low cost. Particularly if a company already has the general liability coverage on the sponsoring organization, it will most likely be willing to add the CA coverage.

One additional type of insurance that is often overlooked or ignored is worker's compensation, which the sponsor needs in order to protect the paid CA staff. If the sponsoring organization already has one or more employees, it probably has worker's compensation coverage which would automatically cover the CA staff; otherwise, the sponsor must obtain such coverage for the CA staff.

CONCLUSION

At this point, the CA program is becoming a reality. It is a good idea to take as much time as necessary to complete these business and legal tasks thoroughly and competently. A good beginning will serve the program well as the board proceeds with the job ahead.

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Boards

Citizen advocacy (CA) programs, like other organizations, have boards. In dealing with the subject of volunteer boards of directors, a distinction usually is made between a governing board or board of directors, and an advisory board or advisory committee. By definition, the primary function of a governing board is to control and govern. The advisory board's function is only to provide assistance and advice based on its own expertise; it has no power to set policies. Sometimes people have, in fact, set up a governing board and called it an advisory board. The reverse also has happened.

The kind of board needed by a CA program depends on the way in which the program is organized. If the CA program has merged with a sponsor, the sponsor's governing board probably will become the CA program's governing body. The CA program founders usually will recommend one or more representatives to this governing board. This board will govern the CA program—set policy, hire the coordinator, and decide on the budget. In addition, someone should oversee the day-to-day operations of the CA program. For example, someone should advise on recruiting, fundraising, training, or other program services. In most cases, the sponsor's governing board will not perform these kinds of functions. Therefore, the CA program will need a separate advisory board to oversee its day-to-day operations.

On the other hand, if a CA program has organized independently, it will need to create its own governing board. When the governing board serves *only* the CA program rather than the larger sponsoring agency as a whole, then the governing board often is also willing to oversee the day-to-day operations of the CA program. If this is the case, it will not be necessary to have a separate advisory board.

The founders of the CA program should assess the needs for guidance and assistance, and establish an appropriate board structure. Except where otherwise indicated, the discussion which follows can apply either to a governing board or to an advisory board.

COMPOSITION AND SIZE OF THE BOARD

It is a good idea to select board members from as wide a range of people with as many varied talents as possible within a community. Men and women of all ages should be included. They should all be interested in developmentally disabled people. They should represent varied ethnic, economic, and occupational backgrounds. People with good track records on other boards will likely be good CA board members, too. It is easy to check with other agencies when a person has served on another board to discover whether the person has made a meaningful contribution. It is important for every board to have at least one person with management skills—that is, someone who is good at evaluating administrative procedures and time expectations. Also, at least one person who is not acquainted with the program can contribute by bringing a different viewpoint and questioning assumptions.

In addition to these characteristics, board members should perform specific functions. For a governing board, various members need to fulfill four functions: (a) control, (b) consumer, (c) community constituency, and (d) specific tasks. The *control* function refers to governing the program, setting policies, and establishing priorities. This function requires that persons be very familiar with the CA program and firmly committed to its goals and objectives. These may be people who have worked either as professionals or volunteers with other organizations serving developmentally disabled people. The *consumer* function requires people who use the services of the CA program and are willing and able to express their needs. In a CA program, consumers may be advocates, proteges, or close relatives of developmentally disabled persons. People who can perform the *community constituency* function need to have contact with other community groups and act as a link between the CA program and other groups. These people should be community leaders whose presence on your board lends prestige to the CA program (e.g., the president of the chamber of commerce, judges, city council members, or prominent professionals). People with skills or expertise in special areas are needed for the *specific task* function. Although specific tasks may vary from one year to the next, some ongoing functions include management, accounting, and advising on legal matters. It is a good idea when selecting a governing board to achieve a fairly even balance in the four functional areas.

An advisory board, on the other hand, emphasizes the *consumer* and *specific task* functions. Therefore, the advisory board should include some professionals or lay experts in a variety of fields relevant to CA, such as education, psychology, child development, law, medicine, and public relations. The advisory board should be balanced by including some consumers, such as advocates, proteges, or other disabled individuals and/or their parents or guardians. Some experienced civic workers and others who are familiar with volunteer organizations also should be included. In addition, a few generalists who have a little knowledge about many areas often make valuable members. Having a representative from the governing board also serve on the advisory board is a good idea as well.

CA programs should avoid a predominance of service providers on the advisory board since this could lead to conflicts of interest. If more "experts" are available than can be used on the advisory board, some of them can serve on ad hoc subcommittees (sometimes called resource committees or task forces), which include nonboard members and are used only as needed. For example, an ad hoc committee might be formed to help recruit advocates. People with expertise in recruiting, public relations, or working with the media will be good members who can help design an effective recruiting campaign. Using former board members on such committees is a good way to retain their interest and involvement.

Sizes of boards vary, and there is no hard and fast rule as to how large or small a board should be. Many people believe that 15 to 20 members is an ideal size, particularly for a governing board. A board of this size, if chosen carefully, can represent a wide segment of the community. This size board also is compatible with the decision-making process and lends itself to close working relationships. Small boards are less expensive, since every board member must receive material and mailings as well as the time and attention of the staff. If program founders decide to form a very large governing board of 30 or more people, it is a good idea to have a smaller executive committee which meets more frequently than the full board and which is responsible for month-to-month decisions.

Much of what has been said about the size of a governing board also applies to an advisory board. A size of 10 to 20 members also should be adequate for most advisory boards. However, if the amount of work and kinds of jobs suggest that a larger advisory board is needed, such a group probably can work effectively since, unlike the governing board, the advisory board does not have to reach consensus on policy matters and often does much of its work in subcommittees. It does need to be able to generate an overall perspective and work productively as a group, however, and a size of 30 generally should not be exceeded.

When study committee members approach prospective board members, they should present a short and honest explanation of what is expected of a board member. Sometimes in their zeal to recruit a particular person for the board, committee members will not be candid with the person and may say things such as, "Oh, serving on the board hardly takes any time." It is far better to be completely honest about time and work commitment and run the risk of losing a good potential member than to downplay the effort involved in serving on the board. Dishonesty will generally result in a disillusioned board member who feels overwhelmed and betrayed—and who will probably not complete the board term.

A term of service should be specified for each board member. Many boards establish three-year board terms with one-third of the members rotating off each year. The initial board members can draw lots to see if they will have a one-year, two-year, or three-year term of service on the board. Sometimes the bylaws of the organization will stipulate whether the board member can be elected for additional consecutive terms. Generally speaking, it is a good idea for people to rotate off the board after serving no more than two terms. This guarantees that new people with new ideas and perspectives wil be joining the board regularly. Some board members may choose to serve only a single three-year term. This commitment is acceptable.

DUTIES OF THE BOARD

In carrying out its function to control and govern, the governing board of a CA program is responsible for:

Maintaining the financial welfare of the program
Selecting and appointing the coordinator and establishing an administrative structure
Setting policies and goals for the program
Helping to promote the public relations of the program

The governing board of an agency is legally responsible for the financial welfare of the organization. Board members must be aware that this is their primary responsibility. The board needs to inspect and approve the budget and must help get the money necessary to meet the program's budget.

As discussed in Chapter 5, the governing board also should set up the mechanism, usually a personnel committee, for selecting and hiring the coordinator. It is the board's responsibility to evaluate the coordintor's work on a regular basis. The board needs to support and encourage the coordinator in the daily work of the CA program by taking an active interest in the program's work and by being available for advice and consultation when needed. It is also the responsibility of the board to terminate the appointment of the coordinator if it becomes necessary.

Moreover, the governing board is charged with establishing the policies of the organization and must also see that goals, standards, and objectives are implemented. Policies, goals, and objectives need to be reviewed and updated annually by the board.

In addition, a governing board should help promote good public relations for the CA program. The board should assist the staff in interpreting the program to the public and work to strengthen community understanding and support for the program. The board should always be ready to support and encourage the program's staff as well.

The advisory board's duties, broadly stated, are to remain abreast of and advise on the day-to-day activities of the CA program. This may include:

Helping to set goals and objectives for the CA program
Making recommendations to the governing board regarding policy matters
Advising the staff on dealing with problems that arise
Helping to plan special functions and activities
Supporting ongoing functions of the program

The advisory board should have an opportunity to provide input to the governing board regarding broad goals and policies of the CA program. Once goals and policies are established, the advisory board should assist the staff in deciding specifically how these goals and policies will be implemented.

The advisory board should regularly hear reports from the staff on what is happening. When problems arise, such as inability to recruit enough advocates, the advisory board should suggest ways of trying to solve the problem.

The advisory board also should help the staff plan special functions, such as annual fundraising events. It can also assist in setting up resource committees or task forces.

The advisory board also should assist as much as possible with ongoing functions of the program, such as obtaining funds and promoting public relations. For example, advisory board members might recommend potential funding sources or serve on a speakers' bureau.

ORIENTATION

Soon after the board members are named, a special orientation meeting should be conducted. In some CA programs, the orientation session is held at more than one time so that each member may choose whichever session is most convenient.

Initially, the person who chaired the study committee can conduct the orientation. In subsequent years, the president of the board and the CA coordinator should be in charge. Experienced board members who already have served part of their board term also can help orient the new members. In preparation for the group orientation meeting, the president and coordinator (or the study committee chairperson the first year) should meet with each new board member individually to get acquainted.

A notebook for board members is a useful tool. Table 4 presents a list of possible items to include. The contents will be somewhat different the first year than in later years. For example, a copy of the feasibility study report and recommendations can be included rather than minutes from previous years. Giving the new members a notebook at their individual meetings will permit them to review the material in it before the group meeting.

Table 4
Items for Board Notebook

1. Copy of the charter establishing the agency
2. Statement of purpose (part of bylaws)
3. Bylaws
4. Previous annual reports (if any)
5. Contracts the agency is involved in
6. Rules imposed by national or state organizations
7. Federal or state laws which apply to the agency
8. Job description for board members
9. Job description for staff members
10. Roster of board members
11. Staff members' names
12. A copy of this manual, *Citizen Advocacy: How to Make It Happen*
13. Budget
14. Resolutions
15. Policy statements and procedures
16. Previous year's minutes
17. Information about sponsoring organization

The group orientation can include an explanation of the CA program, introduction of staff, an overview of the notebook contents, an explanation of policies and procedures, and an in-depth explanation of the budget process. Expectations of the board in general as well as of any particular board members should be reviewed. Allowing time for an exchange of ideas and questions is important. Also, board members should have an opportunity to meet one another and get acquainted informally.

There are many resources available to help with this orientation session. The orientation to CA which was provided when the study committee was established (see Chapter 2) can be useful again for the board. Sometimes CA programs bring in a special consultant to help with their orientation session. A consultant who specializes in training or management techniques, such as planning strategies or setting priorities, can be helpful. The United Way, other local planning agencies, churches, or other volunteer organizations might be able to recommend a training consultant.

Orientation of new board members is essential and should not be overlooked. A seasoned civic worker may seem to know all there is to know about working with boards and hence seem to need no training or orientation. However, neglecting board training for any new member is a disservice. Every board is different. A good board member will welcome the opportunity to get acquainted with the operating procedures of this board and agency. Some people will be totally new to board service. They will need individual attention if they are to become effective board members. Today, legislative guidelines and other mandates specify many requirements for the type of people who serve on boards. Too often, people are placed on a board because they meet some special requirement. Without proper training or support from staff and other board members, many people who could contribute a great deal to the activities of an agency are not able to do so. A thorough orientation will help get board members off to a good start.

When disabled individuals join a board, they may need some extra orientation in order to become effective members. Disabled individuals, especially those who are mentally retarded, are sometimes inexperienced in relevant skills, such as speaking up clearly and straightforwardly. Or they may be unaware of unspoken rules that are part of the group process, such as having only one person speak at a time. A good way to facilitate their board participation is to name a member of the board to be a "helper" for each new disabled member. Modeling is an excellent technique for teaching new skills to disabled individuals. The helper can serve as a model during the board meetings by demonstrating the appropriate way of behaving in a board meeting. After the meeting, the helper should talk with the disabled individual about the meeting and the helper's specific behaviors. As the disabled individual begins to participate in the meetings, the helper should observe carefully. After the meeting, the helper should praise the disabled member's appropriate behaviors, make suggestions for change, and help the person practice new skills. Offering disabled members a little extra support and orientation at the beginning of their term of service can help them become extremely valuable board members.

OFFICERS AND COMMITTEES

After the initial orientation, another early task of any board is to elect officers and establish committees. Many groups prefer to wait until the third or fourth meeting to choose officers so that the members will have had some time to get to know one another. Electing officers relatively early is important because nothing will be done until someone is in charge. Most boards find that they need a president or chairperson to run the meetings, a vice-president to assist the president, a secretary to help with board correspondence and records, and a treasurer to handle financial matters and records. A particular staff member, usually the CA coordinator, meets regularly with the board and provides assistance and support.

Most governing boards do much of their work through committees (see Figure 2). The board should decide what standing committees will be needed. Various CA boards have found that their programs required specific committee structures. One arrangement that has worked for some CA governing boards is establishing four standing committees: finance, program services and personnel, resource development, and nominating.

The *finance committee* is responsible for seeing that a budget is prepared for the board's review and approval. This committee also is responsible for making sure that the program is

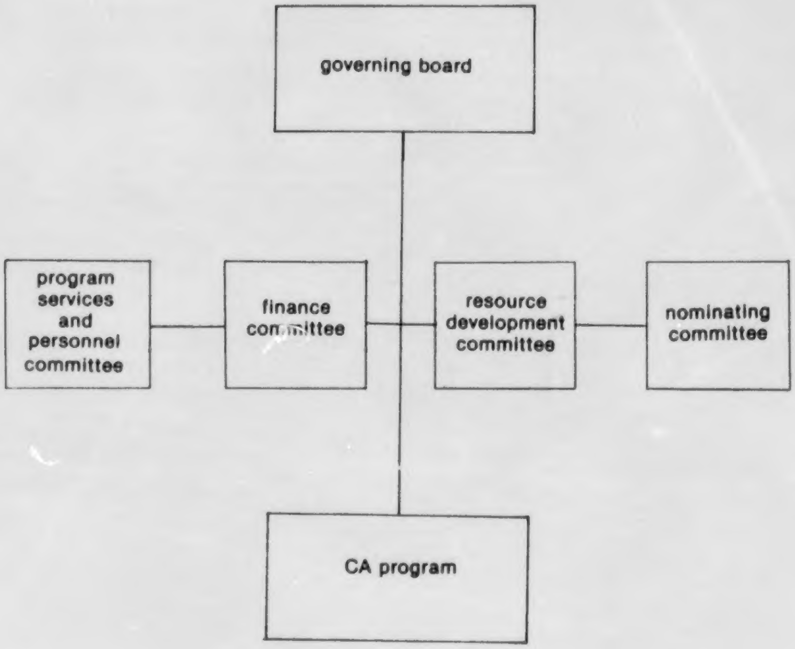
governing board
program services and personnel committee
finance committee
resource development committee
nominating committee
CA program

Figure 2. Governing board committee structure.

adequately funded by assisting the board in fundraising efforts. A subcommittee of the finance committee is the property committee, which is responsible for the property of the agency such as office space and furnishings.

The *program services and personnel committee* helps plan, review, and approve the services of the CA program. This committee also is responsible for insuring that the purpose of the program is being carried out by the staff and the board. This committee also develops rules for employing a coordinator, establishes personnel practices and fringe benefits, and sees that the coordinator is evaluated regularly.

The *resource development committee* is responsible for helping to identify and obtain all kinds of resources for the program—money, volunteers, and so forth. This committee can help plan the public awareness program. It also will work with the finance committee on an annual fundraising campaign.

The *nominating committee* helps recruit and train new board members. In addition, it annually prepares a slate of nominees for office.

The bylaws should describe each standing committee of the governing board, specify the number of committee members, and briefly describe the duties of the committee members.

Advisory boards usually work as a whole rather than through committees. Occasionally, an advisory board may want to establish an ad hoc resource committee or task force to work on a particular task or project, such as a recruitment drive. These ad hoc groups can include nonboard members and therefore can tap a wide array of community resources.

MEANINGFUL MEETINGS

The board should establish a regular meeting schedule. At least four meetings per year are needed. A maximum number of meetings would be one each month. A compromise that works well for most CA boards is to meet every other month or six times each year.

A time and place convenient to the majority of the board members should be chosen. Many boards meet at midday and combine lunch with the meeting. Occasionally, however, it may be impossible to complete all the board business in an hour. Board presidents and coordinators need to be flexible about meeting times and should be willing to change if certain times are not working. If possible, the board should meet at the CA office at least once in a while. It is helpful to the board to see where the work of the program takes place, and busy people will sometimes not take the time to visit the office on their own. If the size of the CA office prevents the board from meeting there, then the coordinator should arrange a tour of the facility either as part of the orientation or as a part of a regular board meeting. If a program covers a large geographical area, rotating the meeting place will help distribute travel distance for the various members.

The president (assisted by the coordinator) should prepare a well planned agenda and mail it to the members at least one week in advance of the board's meeting. If the board needs any background information in order to decide matters at the board meeting, the coordinator and other staff should prepare it and send a copy along with the agenda, if possible.

The agenda should include the following basic headings:

Call to order
Approval of last meeting's minutes
Treasurer's report
President's report and/or announcements
Coordinator's report
Committee reports
Old business
New business
Adjourn

Each item to be discussed should be listed under one of these headings (see sample agenda). When there is limited time for the meeting, the president may decide in advance

Sample Agenda

Citizen Advocacy of ________________ Governing Board
Date__________ Time__________ Place__________

I. Call to order
II. Minutes—need to be corrected and approved
III. Treasurer's report (if treasurer is absent, report should be sent)
IV. President's announcements
    A. Dr. Alice Comfort to speak February 26 at 8:00, Community Center
V. Coordinator's report
VI. Reports
    A. Program services and personnel committee —Mr. Javanovich
    B. Finance committee—Ms. White
VII. Old business
    A. Recruiting advocates—Mr. Lee
VIII. New business
    A. Plans for annual meeting
    B. Consider publishing a newsletter
IX. Adjourn

how much time the board may spend on each item and indicate the time allocations on the agenda. If a timed agenda is used, the president should be as flexible as possible while still generally observing the predetermined time allotments. A timed agenda usually will make people more aware of time constraints and less likely to raise extraneous issues. The section on time management in Chapter 7 presents additional guidelines for making meetings meaningful.

Minutes will be the only record of the board's decisions, actions, participation, and performance. They must be kept at every board meeting. Committees also should record minutes of their meetings. Minutes should be clear and concise but need not summarize the discussion that took place. They also should include the date and place of the meeting, a listing of the members present or absent, and a summary of items of business in an order which corresponds to the agenda (see sample minutes).

When people's names are used in the minutes, either the person's first and last name or the person's last name should be used. Using only the first name should be avoided, since people who read the minutes in later years will find it difficult to determine the Fred or Mary to whom reference is made. Items of communication such as reports need not be incorporated in the minutes but should be attached. It is important that reports from the treasurer, committees, and others be prepared in writing. An item which requires a decision

Sample Minutes

Citizen Advocacy of__________________Governing Board
Date________________Place______________

The regular meeting of the governing board of the CA of ___________________________ was called to order by the president, Mrs. Donna Ruiz at 12:10 p.m.

PRESENT:	Mr. Black, Brown, Javanovich, Anderson; Ms. Jackson, Ruiz, White, Smith, King, Walker; Mr. Lee, Coordinator
ABSENT:	Mr. Flynn
MINUTES:	The minutes of the January 3 regular meeting were approved as mailed.
TREASURER'S REPORT	Mr. Black reported a balance of $___________as of January 1, $___________spent during January, and $___________received during January and a balance of $___________.
ANNOUNCEMENTS:	The president announced that Dr. Alice Comfort will speak on the subject of developmental disabilities at the Community Center on February 26, at 8:00 p.m.
COORDINATOR'S REPORT:	The coordinator reported that since the previous board meeting, six new advocates have been recruited and are being trained.
PROGRAM COMMITTEE:	Mr. Javanovich reported that the staff is developing a tool for evaluating the CA program. Report attached.
FINANCE COMMITTEE:	Ms. White reported on the progress that is being made by the committee seeking money from the Rich Foundation. Report attached.
OLD BUSINESS: Recruiting advocates	It was decided to expand the recruiting program for advocates. Mr. Anderson moved that a speakers' bureau be started to help with the recruitment effort. The motion was seconded and carried. Ms. Smith agreed to be in charge of sending letters to various church and civic groups telling of the group's availability for speaking. Mr. Brown, Mr. Black, Ms. Ruiz and Ms. White agreed to prepare a speech for this purpose. Mr. Lee said that the film "Something Shared" also could be used with the speech.
NEW BUSINESS: Annual mtg. Newsletter	Ms. Ruiz appointed Mr. Anderson to be in charge of arrangements for the annual meeting in May. Ms. White reported that the nominating committee will begin their work this month. Mr. Anderson moved that the coordinator be instructed to investigate the cost of preparing and mailing a newsletter to people in the community. Motion was seconded and carried.
ADJOURN:	The meeting adjourned at 1:15 p.m.

____
Secretary

should be reflected by a motion. The motion should be stated completely, and the minutes should indicate by whom the motion was made and whether it passed or failed. It is not necessary to list who seconded the motion, but the minutes should state that the motion was seconded. The minutes also should state who was given responsibility for carrying out the terms of a motion. Copies of the minutes should be mailed out to the board members as soon as possible after the meeting. Minutes will be corrected and approved at the following meeting. The CA coordinator or a staff secretary should take minutes at the meeting in order to free the secretary of the board of this responsibility, thus making it easier for that person to participate in board decisions. If an agency has limited funds for supplies and postage, some money can be saved by sending the minutes at the same time the agenda for the next meeting is mailed. The minutes will not be as current when received, but this at least allows the board members to review them before the next board meeting.

An annual meeting of the board should be held to select new officers, hear reports of the program, and set priorities for the coming year. The governing board may also amend the bylaws and approve the budget at this time. The annual meeting provides a good opportunity to recognize people both inside and outside of the agency who have contributed time, money, or other effort during the past year. The annual meeting is a good time to invite proteges and advocates. The arrangements for this occasion should be as simple and inexpensive as possible so that no one will be excluded because of economic considerations.

BOARD-STAFF RELATIONS

In the early days of human service agencies, boards were totally reponsible for making and enforcing policy. As the work increased in scope and complexity, boards began to hire staff. Today CA board members and staff each have something to contribute to the organization. Board members bring valuable expertise in a variety of areas. They also bring collective wisdom and an objective point of view regarding a program's operations. In addition, they have a knowledge of the community along with the ability to influence members of the community. The staff brings professional expertise and the basic knowledge necessary to make the organization work. The staff also can coordinate board and staff activities.

Board members and staff members need to understand clearly their respective functions and expectations. Policy making, reviewing, and advising are board responsibilities; policy implementation and administration are staff functions. A board member should expect the staff members to be responsible in their use of time, candid in their relationships with the board, prompt in meeting deadlines and requests for information, and prepared for meetings and conferences. The board should never completely delegate to the staff the responsibility of obtaining funds or interpreting policy, although it may share these functions with the staff. The staff should expect the board to fulfill commitments, to be sensitive to and supportive of agency problems, to be loyal to the staff and agency, and to respect confidentiality. The staff should identify the board members' areas of expertise and use them whenever possible.

The board and the staff must also understand and use the proper channels for communication. The board members should understand that official communication is channeled through the board president to the coordinator. If other staff members need to be involved, the coordinator communicates with them. Conversely, the staff communicates to the coordinator who takes the communication when necessary to the board. Staff members should never go directly to a member of the board with a problem. The reason for maintaining a strict policy about lines of authority is to insure that there will not be too many bosses. Too many bosses will have the same result as did too many cooks in the old adage. The more people involved in the power line, the more chance for messages to be mixed up and misinterpreted.

In a CA program, it is the responsibility of the coordinator and the staff to deal with the advocates and the proteges. Advocates and proteges should be aware that any problems they have with the program should be handled by the coordinator. It is not the job of the board to be directly involved with the advocates and proteges. In some circumstances the coordinator may refer some of the advocates and proteges to a board member to help with a special problem. But this should be done only by the coordinator.

JOINING AN ESTABLISHED BOARD

Since many CA programs are incorporated with their sponsor and governed by the sponsor's governing board, it is important to recognize the advantages and problems of affiliating with a board that is already established. One advantage is that the sponsor's board already has credibility in the community. The members have experience. They know how to work together as a group, and they know how to get things done in the community. By affiliating with an experienced, established board, the CA program benefits from its credibility and influence in the community. It also avoids the start-up time required for a new board to get oriented and to learn to work together.

However, there may be some difficulties as well. Some of the sponsor's board members may have been excited about and supportive of CA. But others may have different priorities and may see CA as a threat, an additional burden for funding, or outside of the main thrust of the sponsoring agency. There may have been some controversy over taking on CA or any new project. The CA program should be aware of these possibilities. Soon after the CA program affiliates with the sponsor, the CA program probably will be asked to make a presentation to the board to explain the CA concept and describe the program. The presentors should be prepared to justify the value of the CA program and point out its advantages to the sponsor. Having an advocate or protege participate in the presentation will demonstrate graphically the benefits of CA.

Where there is a sponsor's governing board *and* a CA advisory board, the roles and responsibilities of the two groups must be clear to everyone. The governing board governs, sets policy, and approves the budget. The advisory board gives assistance and advice on the program's day-to-day functions. The governing board has final legal authority, and the advisory board provides advice. The advisory board must not try to usurp the authority of the governing board. Yet the advisory board, although it has less power or authority, must recognize that it is important to the CA program. Each board needs to know what the other is doing. One way of accomplishing this is to have a member of the governing board serve on the advisory board and act as liaison. When additional communication between the two boards is needed, it should occur through the president or chairperson of the group rather than among any and all board members. Just as the board and staff need to use proper channels to communicate with each other, the two boards need to do so as well.

When a CA program creates its own governing board rather than affiliating with its sponsor's established governing body, the need for a separate advisory board is usually eliminated. In this situation, the problems of conflicting priorities and board-to-board communication are avoided. However, the advantages of board experience and credibility are lost.

EVALUATION

Just as the CA program as a whole needs to be evaluated, several of its components and functions, including the board, should also be evaluated. Most boards find that a yearly self-assessment is adequate. A checklist for evaluating a board along with some general guidelines for evaluation are presented in Chapter 9.

CONCLUSION

A governing board or an advisory board is a group of highly diverse people working together for the common goals and objectives of the program to whom they are responsible. When working in concert with the program staff, a board can be indispensable. Careful selection, good training, and continued nurturing will produce a board that will be a great asset to a CA program.

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Funding

Fundraising is one of the most necessary functions in beginning and maintaining a citizen advocacy (CA) program. The process of fundraising is more than simply obtaining needed funds. It includes the preparatory tasks of determining a program's support needs and developing a plan for funding. It also encompasses the job of laying the groundwork for future support.

When a new CA program is being created, the governing board is responsible for securing start-up funds. These funds should cover operating expenses (e.g., office rent, supplies, phone) and the coordinator's salary for an initial period of time. The time period covered should be at least six months and preferably a year. Sometimes the board might find that the sponsor is willing to provide the start-up funds. In other cases, the board might need to find start-up funds from another source. After start-up funds are obtained, the board can hire a coordinator. From then on, the coordinator is responsible for implementing the fundraising strategy. The board can continue to advise the coordinator on fundraising.

This chapter summarizes the total picture and outlines a strategy for seeking funds. The information is useful to boards seeking start-up funds or coordinators seeking ongoing funding. However, the information provides only a starting place for the potential fundraiser. There are many other useful publications on how to raise funds, and the chapter describes several of them.

TYPES OF FUNDING SOURCES

The first thing a fundraiser should do is decide on priorities for funding and determine from what sources and in what combinations funds will be sought. The entire governing board should make this decision and then review it regularly, perhaps annually. Funding sources can be divided into three main categories: (a) government agencies, (b) private foundations, and (c) private community agencies and projects.

Government funds are awarded by public agencies at the local, state, or federal level. Since CA is a local program, local sources are generally the first to be tapped and the most likely to be obtained. In some cases, even if funds are federal in origin, the CA fundraisers look to local or state bodies to access them. For example, revenue sharing money comes from the federal government directly to cities, counties, or states. Thus, local and state government officials decide how the revenue sharing money will be used and deal with community problems at the local level. Several other federal agencies—rehabilitation, welfare, developmental disabilities—have money which is dispensed at the state level. Rarely should CA fundraisers seek money from a federal agency directly. Rather, CA fundraisers should go first to local agencies and then to state agencies in exploring possibilities for government monies.

The most common way to seek government funds is to write a grant proposal for a specific project or activity. A project grant establishes or demonstrates new methods or new types of services; or it supports the cost of developing, establishing, or expanding the delivery of services. For example, a CA fundraiser can write a project grant to recruit minority advocates and proteges.

Many government grants require a percentage of matching funds from other sources. This means that if a government funding source requires a 25% local match, for example, then for every dollar spent, the federal agency will supply 75 cents and the CA program must match it with 25 cents from some other source. Usually federal money cannot serve as the matching portion for other federal monies. Matching funds need to be kept in mind in determining how to balance various funding sources.

Private foundations also provide money for specific projects. Foundations generally prefer to provide start-up funds for new or innovative projects, and their funding is usually available only for a limited period of time, such as three years. They generally do not provide ongoing, long-term support. Different foundations fund different types of projects. Guidelines for identifying and approaching private foundations will be described below.

Private community funds can come from several sources. In most communities, some money is available locally through private community agencies such as United Way. Additionally, sponsoring agencies such as ARCs sometimes provide community funds to CA programs. Other community organizations, such as civic clubs, churches, or fraternal groups, also may help fund CA programs. Additional sources of community funds can include various kinds of fundraising projects and donations from private citizens.

Money from different sources can be used for various purposes, and CA programs need a diverse base of funding. There are several advantages of having multiple funding sources. First, it is necessary for survival. That is, the program is not dependent solely on one source so that if any one source dries up, the program can continue while other sources are found. Also, obtaining several small amounts of money from several sources is often more feasible than trying to get one large amount from a single place. Furthermore, if a conflict of interest arises from one funding source, it is easier to resolve if the program is not too dependent on that particular source.

One CA program, for instance, has funding from three sources: United Way, Title XX funds, and the county Developmental Disabilities Board. Its sponsor, the ARC, does most of the fundraising for this CA program.

Another CA program uses a combination of government, foundation, and community funding. Here is how this program funds its $60,000 budget:

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Government agencies (state)	$45,000	75%
Government agencies (county)	6,000	10%
Government agencies (city)	4,200	7%
Private foundations	3,000	5%
Private community agencies (sponsoring agency and United Way)	1,800	3%
TOTAL	$60,000	100%

In developing a plan for funding, the board should determine what percentage of the budget will be requested from each source. Both current and future funding needs should be considered. These decisions will serve as guidelines, and when the program actually seeks money, the plans may need to be changed. With the emphasis on fundraising at the community level, it is critical that the fundraisers closely coordinate planning with the sponsor and other publicly supported programs in the community. Conflict and competition with the sponsor or another agency are detrimental to the CA program.

Obtaining funds is a continual challenge; it does not end when funds for start-up are obtained. CA coordinators continually have to seek new sources as well as conduct local fundraising drives. In the past, there were few programs, much money was available, and rapid growth occurred. However, in these days of tight money and increased program accountability, it is becoming more and more difficult to find funds. CA coordinators must be realistic in expecting to work hard and continually at fundraising. However, they also can be encouraged: the task can be accomplished, and many resources are available to help guide the process.

FUNDRAISING STRATEGY

A good way to begin actually looking for money from the various sources is to form three ad hoc committees: a government grants committee, a foundation grants committee, and a local funds committee. By this time, the governing board has established priorities for funding and decided what type of funding (government, foundation, or community) will be sought for various program functions (e.g., training). Each committee can be asked to seek funding for certain functions or activities.

If the governing board has a standing committee that deals with finances or fundraising, including some members of those standing committees on the ad hoc committees will help insure good communication among all groups concerned with finances. Other people from the community may make good ad hoc committee members. For example, people from other agencies with grant writing experience or volunteers with fundraising experience can have valuable expertise they might be willing to share. The government grants committee and foundation grants committee should be small (three to five members) since they do most of their work as a total group. It is hard to get a lot of busy people together, and small committees can more easily convene, work, and make decisions. The local funds committee needs to be larger since it will divide into subcommittees for many of its tasks. The optimal size will depend on the number of local fundraising projects that will be pursued.

THE GOVERNMENT GRANTS COMMITTEE

Three to five members is a good sized government grants committee. The members of this committee should have a clear understanding of the CA program's purpose and goals. Thus, they should review the statement of purpose in the bylaws or articles of incorporation. They should also understand the program's priorities and know which ones are to be funded by government monies. Once they have established a common understanding in these areas, the committee members' first task is to identify appropriate agencies that may be interested in funding part or all of the activities to be supported through government grants. Several agencies likely to support CA are mentioned and described in a later section of this chapter. The committee members can use basic references on federal funding (also described below) to investigate these and other agencies and then determine which ones seem to be potential funders for the activity they are seeking to fund. Talking with the personnel of other CA programs, or similar service programs in the community, is a good way to discover what potential funding sources might have an interest in and provide support for the CA program.

Once the committee has identified an appropriate federal program or agency, a representative of the committee should call the agency to see if the proposed project matches the interests and priorities of the grantor. The caller should find out what limitations exist on using funds from this grantor; for example, many agencies will not permit their funds to be used to purchase equipment. This would be a good opportunity to find out if money is currently available or will be available in the near future. Timing can have a substantial effect on whether a proposal is approved or rejected. For example, agencies sometimes approve proposals more readily toward the end of their fiscal year because they have money that they either must spend in that fiscal year or return to its source. The committee member should find out when the agency's funding cycles occur and may even be able to discover which cycle offers the best chance of approval. The committee member also should ask about regulations and the application process, and request a copy of the application packet.

Writing a Grant Proposal

Next, the committee should complete the grant proposal, tailor it to that particular grantor, and submit it to the agency. A grant proposal usually requires the applicant to complete several forms and attach a narrative description of the proposed project. Various funding agencies will have different application forms; however, the narrative generally follows a relatively standard format composed of the following sections:

Proposal summary
Introduction
Problem statement or assessment of need
Program objectives
Strategies (methods of achieving objectives)
Evaluation
Budget
Future funding

These sections are described briefly in Table 5. Although the instructions may vary somewhat with each grant source, there are a few general tips to remember.

First, answer every question that is asked in the narrative and answer everything in the forms. In doing so, you will be repetitive. But do so anyway, and do not simply say, for example, "See Section B of the narrative." Some people who review the proposal may see only parts of it, and referring them to other sections could cause frustration as well as fail to provide the necessary information.

Table 5
Narrative Sections of a Grant

Proposal summary	The proposal summary is the most important section. It should be very brief (one page) and clear. It should tell the scope of the project and the projected cost. This summary is usually the first thing the reviewers of the request will read. It should be written carefully so that the reviewers will read on.
Introduction	The introduction is the part of the proposal that describes the CA program. It should tell how and why the program got started, unique characteristics, goals, and support from organizations and prominent individuals.
Problem statement or assessment of need	The problem statement or assessment of need should tell what specific problems the project plans to solve. It is possible to overwhelm the grantor with the scope of the problem and give the feeling that no amount of time or money could solve the problem. Be sure to keep the framework of the problem in perspective and give the reader the feeling that the CA program has the capacity to solve it.
Program objectives	The program objectives tell what the specific outcome of the project will be. Objectives are time-linked, observable, outcome-oriented, likely to be doable, and synthesized with one another (see Chapter 8). The program objectives must respond to the problem and offer some solution or relief.
Strategies	The part of the proposal which tells what activities will be undertaken to accomplish the objectives is called strategies. They should specify precisely *who* will do *what when* (see Chapter 8). This section should tell what strategies have been tried in similar programs, what methods are currently being used, and with what results.
Evaluation	Evaluation is an increasingly important section as funds become more scarce and demands for accountability increase. This section needs to consist of a clear, appropriate method for evaluating whether or not the objectives have been met (see Chapters 8 and 9).
Budget	A budget proposal should be presented and any unusual items should be justified. Guidelines in Chapter 3 may help with this task.
Future funding	Future funding plans need to be stated. This section must specify how funding will be continued after the initial time period, projecting at least 12 to 18 months beyond the period covered by the proposed grant.

Second, add as much supportive material as possible, such as letters of endorsement from important people in the community (i.e., the mayor, city council members, judges, agency directors), training manuals, or brochures. Including appendixes containing a description of the program's physical facilities, resumes on all staff, and letters of endorsement from other organizations in the community is a good idea. This kind of material shows that you are a responsible organization with good credentials.

Third, be prepared to negotiate on budget figures. Don't make the mistake of locking yourself into a figure. Try to work out a figure that is mutually acceptable.

Fourth, include assurances for affirmative action, which insures equal opportunity for employment and a policy of nondiscrimination.

And fifth, if your proposal is rejected, request in writing an explanation of why the application was disapproved. You usually are allowed to see the terms of the grant that won the award.

Where to Look for Government Monies

Several government programs have supported CA programs in the past. They are described briefly below.

Title XX. Title XX is the result of the consolidation of federal and state social services under one title of the Social Security Amendments of 1975. Under the provision of the law, funds may be granted for the development of advocacy services for developmentally disabled persons. Title XX training funds also are available on a matching fund basis. This means that if the local program can provide a certain amount of the money, the federal government will match it. These funds can be used for training citizen advocates, for in-service training for staff and volunteers of the CA program, and for costs of curriculum development. If a program is interested in applying for Title XX monies, the government grants committee should get a copy of the latest regulations for the title. Regulations can be found in the *Federal Register* or may be obtained at a state or local welfare department. Further information on Title XX training funds may be obtained by writing The Office of Program Coordination and Review, Office of Human Development Services, Department of Health and Human Services, 200 Independence Avenue, SW, Room 306 E, Humphrey Building, Washington, DC 20201.

CETA funds. The Comprehensive Employment Training Act (CETA) funds come to state and local agencies from the Department of Labor. This program is designed to train unemployed people in public service jobs and private industry and business. People who are interested in obtaining CETA funds should check with their local CETA agencies to find out about regulations, guidelines, and targeted populations. P&A agencies or CA offices could receive funds to train and employ workers in certain positions, such as paralegals or clerical staff. More information is available from the Employment and Training Administration, U.S. Department of Labor, 601 D Street, NW, Washington, DC 20213.

Revenue Sharing

Revenue sharing is the biggest source of federal money coming directly to local governments. All local governments receive money from this source. Local city managers or mayors' offices have information about the criteria an organization must meet to qualify for this money. Public hearings concerning how revenue sharing is to be used are required. Someone from the government grants committee should obtain a copy of the revenue sharing guidelines and attend the hearings to see if the CA program qualifies for revenue sharing funds. In an effort to tighten the federal budget, Congress is evaluating the revenue sharing program along with several other programs. It is possible that revenue sharing may be altered or even eliminated in the future.

ACTION programs. ACTION funds two volunteer programs that might be able to provide help for CA offices. The University Year for Action (UYA) provides full-time volunteer students to work in certain community programs. UYA volunteers work under the supervision of a university and may be able to work with CA programs.

The Office of Voluntary Citizen Participation (OVCP), another ACTION program, was created in 1979 to help voluntary organizations by creating links and promoting communication and consultation for people who work with volunteers. This funding source offers mini-grants under $5,000 to organizations that use volunteers and have difficulty getting funds from other sources. More information about ACTION Programs can be obtained from any ACTION Office.

Basic References on Government Funding

Much has been written about government funding. Several basic and useful documents are available to assist in identifying potential sources and to guide proposal writing.

The *Catalog of Federal Domestic Assistance* contains detailed information on federal programs which provide financial and technical assistance. It includes information on available grants, eligibility, application procedures, and local contracts. It is considered the most basic tool for organizations seeking federal support. A copy may be obtained for $20 from the Superintendent of Documents, U.S. Government Printing Office, Washington, DC 24202.

The Guide to Federal Benefits and Programs for Handicapped Citizens and Their Families provides information about federal programs having potential impact on the lives of developmentally disabled citizens and tells how to gain access to them. The document's appendix includes a useful list of federal agency regional offices, state agencies, and other centers for developmentally disabled persons. For a copy, write the Association for Retarded Citizens, Governmental Affairs Office, 1522 K Street, NW, Washington, DC 20005. The cost is $69.95.

The Federal Register contains information about grant making programs in all federal agencies. It includes agency regulations, legal notices, and documents. *The Federal Register* is published daily and is available in public libraries and at public agencies such as welfare offices. A subscription for $75 per year can be obtained through the Superintendent of Documents (see above for address).

The Grants Planner, by Daniel Lynn Conrad and staff, presents a comprehensive approach to grantsmanship and includes forms, worksheets, vital grants data, and a bibliography. Working through the book from beginning to end should train a person to write a very good grant application. A copy may be obtained for $37.50 from the Public Management Institute, 333 Hayes Street, San Francisco, CA 94102.

The Grantsmanship Center News, which contains a wealth of useful information, is published six times yearly. Reprints of some past articles are available. One especially recommended article is "Program Planning and Proposal Writing," by M.J. Kiritz (1979). The annual subscription rate is $20. To subscribe or order reprints, write to The Grantsmanship Center, 1031 South Grand, Los Angeles, CA 90015.

THE FOUNDATION GRANTS COMMITTEE

The foundation grants committee, composed of three to five people, is responsible for examining foundations and seeking financial support from them. As with the government grants committee, all members need to have a clear understanding of the CA program's purpose as stated in the bylaws or creating document. They also should understand which priorities or activities they are seeking to fund. Few foundations will support the ongoing operation of an agency. They usually will support building, equipment, or new programs if they are assured that there is some way of continuing the operation after the foundation's grant terminates. Most foundations will support a program for a limited time period; rarely will a foundation support a program indefinitely. Different foundations may support different parts of the CA program. For example, one foundation may support the purchase of equipment needed for the program, and another may support the initial printing of materials. Most foundation grants are in the $1,000-$10,000 bracket.

The committee should draw up a list of those foundations which may be likely sources. Consulting with people in the community who have had experience with foundation funding can be very helpful. Several basic reference guides also are available (described below). As with government monies, it usually is wise to begin with those foundations closest to home. Local foundations usually are interested in funding projects near their home base. State foundations would be the next contact, with nationals the last contact. A list of state foundations is available from the Foundation Center, 888 Seventh Avenue, New York, NY 10019. It may be very helpful to circulate among the board members the names of the officers and trustees of foundations which the committee is considering. If anyone on the board knows any of the foundation's officials, a personal contact should be initiated. The importance of doing a thorough job of studying foundations cannot be overemphasized: how well this step is performed is likely to determine the eventual success or failure.

After completing its research and selecting a foundation, the committee should check *The Foundation Directory* (described below) or call the foundation to find out the application procedures and timelines. Most foundations require only a brief letter describing a program and indicating what the foundation's money would be used for. A few foundations also require a more extensive proposal in addition to a letter. The guidelines for writing proposals presented above apply to foundation proposals as well.

Basic Tools for Examining Foundations

The Foundation Directory, edited by Marianna O. Lewis, is the fundamental tool for studying foundations. This document is a must for anyone who is seriously seeking foundation support. Information on most national and many state and local foundations is given, including the foundation's address, date of incorporation, statement of purpose and activities, general financial data (names of grantees are not given), and officers and trustees. The committee should avoid making the mistake of reading the statement of purpose and activities and then sending a request to all the foundations whose purposes sound compatible with citizen advocacy. These statements of purpose and activities are usually quite broad, and further research is needed to select the suitable foundations. The directory is just the initial tool of the committee's research. Published by the Foundation Center in New York City, the directory is distributed by Columbia University Press, 136 South Broadway, Irvington, NY 15033. It is 661 pages long and costs approximately $40. It is available in most public libraries and regional foundation centers.

The Foundations Grants Index, compiled by the Foundation Center, lists selected national, state, and local foundations and tells the names of their grant recipients and the amount of money each received. This information is helpful in determining what kinds of activities a foundation is supporting. The index lists only a small percentage of the foundations.

Another source of information about what organizations and projects a foundation is supporting is Form 990-Ar. This is the form on which a foundation reports to the Internal Revenue Service its receipts, disbursements, and grants. The best source of these forms is in the Foundation Center national or regional library collections. The forms are on file in most state attorney generals' offices as well.

Many states publish state foundation directories which describe smaller foundations not included in the *Foundation Directory*. For a current list of state foundation directories, write the Foundation Center.

The Grantsmanship Center News (described above) also contains articles on foundations. Some especially useful past articles, for which reprints are available, are "Researching Foundations, Part I" (a compilation of articles from 1974, 1975, and 1978) and "Part II" (1977), and "How Foundations Review Proposals and Make Grants" (1976).

THE LOCAL FUNDRAISING COMMITTEE

This committee needs the largest number of members (perhaps a dozen) and probably will divide into subcommittees for many tasks. In most cases, the subcommittees will be working simultaneously.

Various ways of raising local funds may include conducting communitywide fundraising events, seeking donations through a yearly finance drive, or applying for United Way funding.

United Way

The local United Way is responsible for raising funds, for allocating these funds to community agencies, and for planning for organizations. Although they operate within the context of a national organization, local United Way agencies retain autonomy, and their requirements and guidelines vary. Most United Ways will not fund an agency that does not have a proven history or that has not been in operation long enough to have established credibility. Nevertheless, CA programs should let United Way know when the program is getting organized and find out if United Way provides services that may be useful to the CA program. Information can also be obtained about United Way's criteria for a recipient of funds and restrictions on agencies which receive United Way monies. When a program receives United Way funds, there usually are some restrictions on any non-United Way fundraising the program may do. Once a program is granted United Way funds, usually United Way remains a reliable and continuing source of funding as long as the program meets the established criteria.

Finance Drive

Another generally effective strategy for local fundraising is an annual finance drive. This involves asking businesses and professional organizations in the community to make a contribution to the CA program. If the CA program has a tax-exempt status (see Chapter 3), contributions made to the program will be tax deductible. Many businesses regularly contribute a certain amount of money to service organizations for tax purposes, and they may be interested in helping to support CA. The first year the CA program conducts a finance drive, personal visits should be made to businesses that are known for their community-mindedness and those that seem likely to endorse CA. In later years, the task will be easier: once a list of former donors is established, fundraisers can simply send them a letter inviting them to make a contribution and offering to have someone call on them. If the program receives United Way funding, an independent finance drive will generally not be permitted.

Some Tried and True Fundraising Events

In selecting a fundraising project, the committee should consider several factors. First, how much money needs to be raised, and how much will the proposed project make after the expense of doing it is subtracted? Second, what human resources are needed to do the project, and are enough people available to work on it? Third, is the project of an appropriate scope, or is it more than the committee can realistically expect to accomplish? Fourth, what are the city's requirements (e.g., license or permit) for holding a fundraising event? And fifth, does the proposed project infringe on some other group's fundraising territory? For example, in many communities library groups give an annual sale of used books. Booksales given by other groups would probably alienate this large, communitywide group. The CA board can help the committee avoid this pitfall.

Several publications are available which describe successful fundraising events (see the resource list at the end of this chapter). A few of these events, which are simple and use limited amounts of time and people, are summarized below.

Each one do one. This involves inviting 10 people from different parts of the community—people who know different people—to a coffee. Each one in attendance is asked to have a benefit coffee, bridge party, or luncheon to which they invite 10 or 12 other people whom they know and ask each one to donate a dollar or two. This will raise approximately $200 and will spread the word about the CA program as well.

Rummage sales and garage sales. At rummage sales and garage sales, people sell used items, such as clothing and furniture, at a reduced price. Rummage sales are held in a central location, and items sell from 10 cents up. Garage sales are held in a person's yard or garage. An organization can hold several rummage or garage sales simultaneously in various locations in the community. Since a garage sale is held at someone's home rather than a public location, it usually is simpler to organize. A small, well organized garage sale will raise about $200.

Benefits. Many kinds of benefits can be staged. The central feature is that some individual or group conducts an event and contributes the proceeds to the CA program. Sometimes a local service club, such as the Lions, Jaycees, Rotary, or Kiwanis, will have a benefit pancake breakfast or spaghetti supper and donate the proceeds to the CA program. Youth organizations such as church groups sometimes sponsor projects such as car washes. Benefit sports events also are popular. Local sports teams or associations, such as the little league or the soccer association, often will agree to sponsor a benefit game. Sometimes a professional team in the area will agree to participate in a benefit game or to send one or two of their well-known players to participate. Radio station disc jockeys sometimes form a ball team and play a local high school or college team in a performance that is usually more for laughs than skill. If a benefit sports event is held, the CA program may be able to obtain the money from the concessions as well as the proceeds from the admissions.

Marathons. Marathons of all types—walk-a-thons, swim-a-thons, dance-a-thons, bike-a-thons—have become popular recently. They offer publicity opportunities in addition to a method of raising money. They involve having people pledge a participant a certain amount of money per mile of walking, hour of dancing, or the like. Many participants should be recruited; the school networks and church youth groups are two likely sources of volunteers since young people often are interested in walking, biking, dancing, and swimming. There are many other possibilities as well. For example, senior citizens may be willing to hold a rock-a-thon where they collect pledges for hours rocked in a rocking chair. Once the actual event is over, the local fundraising committee will need to handle the billing and collection of the pledges.

CONCLUSION

The fundraising strategy presented here is based on the assumptions that the governing board is willing to take on these responsibilities and that board members have the time and expertise to accomplish these tasks. Many factors will influence how successful the fundraising efforts will be. One of these is how well the personalities and skills of the people involved suit the tasks to be performed. The local fundraising committee should consist of enthusiastic, persuasive people who can convince others to support the CA program with their time and money. The government and foundation grants committees require people who can conceptualize a program or service for which funding is being sought, express themselves clearly and persuasively in writing, and approach potential funders confidently and convincingly over the phone and in person. Board members can be assisted by the staff or by special ad hoc committees created for the job. Anyone who has the time can be included. The strategies presented above can be adapted by a group and tailored to specific goals and priorities. Getting started is the hardest part; fundraising efforts should become easier and more productive with experience.

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Personnel and Office Site

citizen advocacy
office

At this point, those who have been working on the citizen advocacy (CA) program from the beginning should be delighted to see how close they are to putting their ideas into action. The feasibility of the program has been established, a sponsor has been obtained, the program has been organized officially, a board formed, and some start-up funds secured. Now it is time to hire a coordinator and set up an office.

HIRING A COORDINATOR

To initiate the process of hiring a coordinator, the president of the governing board needs to activate the personnel committee. The personnel committee is a part of one of the standing committees, and its size and purpose are defined in the bylaws (see Chapter 4). The personnel committee should develop a job description (see Table 6) and present it to the full governing board for their approval. The committee should then prepare a notice of intent to hire which briefly describes the position, lists qualifications, requests three letters of reference, states a deadline for submission of resumes, and gives an address to which resumes should be sent. The notice should state that the CA program is an equal opportunity employer. This statement can read as follows:

> It is the policy of this program to seek and employ qualified persons, to provide equal opportunities in all aspects of employment, and to administer all personnel activities in a manner that will not discriminate against any person because of race, color, religion, sex, national origin, handicapping condition, or any other consideration prohibited by law.

Copies of the notice, along with copies of the job description, should be sent to all public

Table 6

Job Description for a Citizen Advocacy Coordinator

General Description

The coordinator is responsible for the overall supervision and direction of all operations undertaken by the citizen advocacy office. The coordinator reports regularly to the board of directors and is responsible for the implementation of the board's recommendations.

Responsibilities

1. Interpreting and implementing fully the citizen advocacy program in the community
2. Developing funding and support through community agencies, grants, and foundation resources
3. Interpreting and implementing fully the policy related to the internal operation of the citizen advocacy program and its projects
4. Performing administrative duties including:
   a. Implementing policies and procedures for the program
   b. Handling correspondence
   c. Researching and preparing grant proposals and seeking other funding sources
   d. Managing the office
   e. Managing operating funds and accounting to the board for all monies
   f. Recruiting and supervising employees

Qualifications

1. Education — bachelors degree in social work, public administration, special education, or related field
2. Experience — two years of community organization or other experience, preferably in developmental disabilities
3. Skills —
   a. High motivation
   b. Ability to maintain good interpersonal relations
   c. Ability to organize and lead a new program
   d. Knowledge of management techniques
   e. Ability to work with volunteers
   f. Ability to use all methods to maintain good public relations with the community
   g. Familiarity with community resources

Salary

Commensurate with ability and experience

employment agencies, including the state employment commission and college and university placement bureaus in the area, as well as to agencies that work with developmentally disabled persons. Advertisements also can be placed in local newspapers, shopping newspapers, and agency newsletters. Media which reach qualified minority persons also should be included.

The personnel committee members then review the resumes which have been submitted and select the most qualified people for interviews. After the interviews, the personnel committee recommends to the full board the top three or four candidates. The governing board makes the final decision, based on the personnel committee's report. Simultaneously, the personnel committee should obtain an employer identification number by contacting the local Internal Revenue Office.

The Coordinator's Functions

The CA coordinator is responsible for the entire operation of the program. This includes general administrative matters, such as raising funds for the program, coordinating public awareness efforts, and working with the board of directors. An important part of the coordinator's role that relates to all these activities is learning the territory that the program serves and identifying community resources. During the feasibility study (see Chapter 2), the study committee visited many community organizations. The coordinator should follow up these visits, learning about the community and making and maintaining personal contacts. CA is a local, community program. A CA program cannot succeed without a coordinator who makes and maintains community contacts. Coordinators need to know about the adequacy and inadequacy of community services and programs. The more the coordinator knows about the community, the more he or she can help advocates and proteges. The individuals and organizations that the coordinator should visit are the same ones contacted during the feasibility study (see Chapter 2).

In addition, the coordinator is responsible for recruiting, matching, screening, and training the advocates and proteges. The coordinator also provides emotional and practical assistance and support to the advocates and proteges and reviews advocate-protege matches periodically. In supporting advocates and proteges, however, rather than intervening directly, the coordinator usually should suggest ways for the advocate to do the advocating. There are several reasons for this restriction of the coordinator's advocacy. A coordinator who tries to be a "super advocate," along with performing the other demanding duties of the job, quickly becomes burned out. Furthermore, advocating for several proteges violates a basic principle—the advocate and protege are matched one-to-one in order to avoid conflict of interest. Also, just as the advocate assists the protege in becoming competent to represent his or her own interests, the coordinator in relationship to the advocate follows the principle of helping another person do something rather than doing it for him or her. In times of emergency, however, the coordinator may sometimes directly assist a protege or an advocate.

The lines of authority between the coordinator and the board should be clearly understood from the beginning. While the coordinator is responsible to the entire board, communication to and from the board should flow through the board president. It simply will not work if all governing board members try to tell the coordinator what to do. The coordinator is expected to make regular reports to the board, recommend action to be taken, and implement the policies and decisions of the board. A good working relationship between the president of the board and the coordinator is crucial. The coordinator should consult the president frequently and keep him or her fully informed.

STAFFING THE OFFICE

The coordinator is responsible for staffing the office. At first, this probably will involve hiring one secretary. Additional staff may be added later. Some general qualifications that all staff members need to have include adequate training, professional skills, appropriate experience, sensitivity to the needs of people with developmental disabilities, and ability to maintain confidentiality. If some of the people in a community speak a foreign language, having at least one staff member who can interpret the language would be helpful.

To begin the hiring process, the board, with assistance from the coordinator, should write a job description for the position to be filled. A sample job description for the CA secretary is presented in Table 7. The coordinator then follows the same procedure that the board used in its recruitment and hiring efforts: the coordinator prepares a notice of intent to hire and circulates it to employment agencies, agencies serving disabled individuals, and the media. The notice should contain an equal opportunity statement (see above) or at least the phrase, "An Equal Opportunity Employer." The coordinator conducts the interviews and decides which applicant to hire.

As new staff members begin work, the coordinator needs to make sure that appropriate benefits are provided, including social security, a medical insurance plan, and a retirement plan. If there is any question about establishing or adjusting these benefits, the coordinator should talk with an insurance representative or someone from the local social security office. Often a board member with pertinent expertise can help.

FINDING AN OFFICE SITE

The CA coordinator usually does most of the groundwork in locating an office site and then presents recommendations to the governing board, which makes the final decision regarding site selection. Sometimes the governing board appoints an ad hoc site selection committee to work with the coordinator.

Table 7

Job Description for a Citizen Advocacy Secretary

General Description

The secretary will be responsible for many of the administrative tasks in the office and is responsible for the citizen advocacy office in the absence of the coordinator. The secretary reports directly to the coordinator.

Responsibilities

1. Maintaining and establishing effective office management procedures including administrative areas related to insurance, inventory, purchasing of equipment and supplies, and grants management
2. Typing and filing
3. Answering incoming phone calls, taking messages, and keeping a phone log

Qualifications

1. Proficiency in operation of office equipment including typewriter, dictaphone, and mimeograph machine
2. Organizational skills and ability to work without constant supervision

The sponsoring agency may offer office space within its facility. The sponsor can donate the space as an in-kind contribution, thus enabling the CA program to use its funds for purposes other than rental of space. Although this kind of arrangement has some benefits, the board should evaluate it carefully before deciding whether or not to adopt it, since problems can arise due to potential conflict of interest, the CA program's need for autonomy, or inaccessibility.

Identifying Criteria

A good way to evaluate an office site is to establish a list of criteria which the site should meet. Pertinent factors may include the site's cost and size, length of lease, location within the community, architectural accessibility, convenience to mass transit routes, and parking facilities.

In determining the cost of the site, additional expenses besides the actual cost of the lease may need to be considered. For example, the rent may not include utilities such as electricity, water, and gas. A maintenance agreement may be needed for janitorial services, repair and upkeep of the facility, sidewalk and lawn care if applicable, and window washing. Liability insurance and building security services may need to be purchased separately. All these factors should be included when cost is calculated.

The amount of space needed will initially be office space for the coordinator and the project secretary; the coordinator needs to have a private area for confidential interviews and meetings. Additional space would be desirable for group activities such as training sessions and board meetings. Later more office space may be needed when the program expands by hiring additional staff, begins holding conferences with other service providers, consumers, and advocates, or has many visitors at the project office. Selecting a site that would meet the program's current needs as well as permit future expansion may save the time and effort of relocating later.

The length of the lease is also important. A lease agreement should not be binding for more than a one-year period. Otherwise, a multi-year lease can stifle program growth or pose financial problems if operating funds are decreased or terminated.

The office's location within the community should meet several requirements. First, it should be convenient to the people who will be served. If most of the prospective proteges reside in a given area of town or if they travel frequently to a particular location, locating the CA office in that vicinity would help conserve time and travel costs. Second, being convenient to related service providers would be an advantage, since the CA program needs to stay in contact with them. At the same time, the CA program needs to function autonomously and be free from conflict of interest. Third, the location of the CA office needs to convey an image of a sound, stable, and important program. One of the CA program's goals is to promote the idea that disabled individuals are first-class citizens, and the location of the CA office, its environment, and its overall appearance should reflect that philosophy.

The CA office needs to be in a building which has few, if any, architectural barriers. Sometimes it is not easy to find a totally barrier-free building. Depending on what type of proteges will be served, the following features probably will be important: ramps, curb cuts, doors that permit easy entrance and exit, bathrooms with facilities for disabled persons (including tilted mirrors, lowered basins, and wheelchair accessible stalls), and automatic water fountains.

It is likely that many of the people the program serves will depend on mass transit; therefore, the CA office should be as close to transit routes as possible. An office off the major streets may cost considerably less, but if the proteges cannot get to it, they have been rendered a disservice. If it is impossible to find an office on a transit route, a transit company could be asked to consider rerouting a bus line near the proposed office site.

Adequate parking should be another feature of the CA office. Parking is needed not only by staff but also by board members, advocates, proteges, and service providers who will participate in meetings and other activities at the CA office. Some off-street parking, will be needed for vans with wheelchair lifts or other vehicles which transport persons with physical disabilities.

Various people may think of other requirements for their office site. In generating a list of criteria, the coordinator will recognize that some criteria have greater significance than others to the CA program; some may be essential and others desirable. Writing them down in order of importance will provide a checklist for critically evaluating each potential site objectively and consistently. A rating sheet

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Rating Sheet For Potential Office Sites

Complete a separate rating sheet for each potential site being rated.

Site being rated ____________________

Rater's name ____________________

	Unacceptable/ Inadequate	**Acceptable/ Adequate**	**Advantageous**
Cost			
Size for current needs			
for future needs			
Length of lease			
Location convenient for proteges			
close to other service providers			
free from conflict of interest			
permits autonomy			
conveys first-class image			
Accessibility			
Access to mass transit			
Parking facilities			
Other (specify)			

(such as the sample shown) can help in assessing potential sites.

Finding Possible Sites and Making a Choice

Once the criteria have been established, the coordinator and site selection committee should locate and assess specific office sites. In some communities, agencies such as the United Way may be able to provide information on transit routes, barrier-free buildings, and general cost per square foot of space in various locations. The transit company, city planners, and urban renewal agency can pinpoint population centers and service providers, thus helping to determine which areas of the community are the most convenient locations. The places listed under "office buildings" in the Yellow Pages can be contacted to see what space they have available. Relevant classified ads in the local newspaper also may provide some useful leads. In some areas, there may be an office leasing service; while they can often be helpful, they usually charge a fee for their services. If a member of the CA board works with real estate, that person can provide valuable advice and information. Visiting prospective sites that seem promising will provide an opportunity to form a first-hand impression of features such as environment and overall appearance.

When one or more sites have been found that seem to meet the needs of the CA program, the coordinator and site selection committee should present these findings to the governing board. If any board members, either as part of a site selection committee or in some other capacity, have not previously visited the potential sites, some of them may wish to do so. Making final selection of an office site is the responsibility of the governing board.

ESTABLISHING OFFICE PROCEDURES

Once the lease is signed and the program staff has moved into the new office, a variety of daily administrative functions must be undertaken. Mail must be answered, records kept and filed, phones answered, and accounting, bookkeeping, and secretarial tasks performed. When these are done efficiently, the program operates smoothly, granting staff the time for other important activities.

Accounting/Bookkeeping

A competent secretary can serve as office manager, handling many day-to-day business functions. An accountant or other person well versed in financial matters who is a member of the governing board may assist in setting up the accounting and bookkeeping procedures. A dual signature bank account should be established. Such an account typically requires the signature of one staff member and one board member on all checks. It provides an adequate check and balance system and protects everyone involved. Periodic (e.g., monthly) financial statements should be presented to the governing board, reflecting not only current expenditures but also cumulative totals. Other tasks for which the secretary generally is responsible include handling the payroll, filing the appropriate state and federal taxes, and paying required insurance premiums. Many federal funding agencies require that records be kept for at least five years. Many funding sources have their own requirements regarding accounting and bookkeeping as well.

Equipment and Supplies

During the feasibility study, the study committee may have identified organizations and individuals who were willing to donate, loan, or share various items of equipment, such as desks, chairs, tables, a typewriter, a file cabinet, and a duplicating machine. The coordinator should now review this information, insure that no conflict of interest would result from using various donated items, and contact the potential donors.

The remaining equipment and supplies need to be purchased. Many funding sources do not allow their grant money to be used for equipment. The CA coordinator should find out about any restrictions and only use money from appropriate sources.

When purchasing items, a CA coordinator can often get special prices. For example, many office supply stores give a 10-20% discount to nonprofit organizations. At some, supplies can be purchased in bulk at a substantial cost savings. Others may offer premium sales toward the end of their fiscal year in order to reduce their inventories. Moreover, if the program has obtained 501(c) (3) status (see Chapter 3), additional savings due to exemption from taxes can add up to as much as 5% of the equipment and supplies cost.

Once the program's equipment has been acquired, an identification number should be placed on each item to help discourage accidental loss or theft and to increase the possibility of recovering lost or stolen equipment. The community law enforcement agency can suggest a way of marking the items. Making a list of the items, their value, and identification numbers also is advisable.

The Communications System

Any public service program needs a good communications system to link it with the local community. The telephone and postal service are two major channels available. The staff needs to be well versed in correct business phone usage; a service representative from the phone company can provide an orientation. A particular problem CA programs have due to the nature of their work is the need to respond to calls at any hour, even when the office is closed. The telephone service representative can suggest various ways of accomplishing this. Two popular options are an answering service and a recording device. Many CA programs have found that an answering service works better than a recording device since people are more comfortable talking to another person than to a machine. Other possible options include call-forwarding attachments, 24-hour paging machines, or listing an alternative phone number in the phone book. If an alternative number is listed, using a board member's number rather than the coordinator's is a good idea since the coordinator will need periodic breaks from the demands of the program.

The post office offers many special services that may facilitate the CA program's work as well as save money. Among these are postal meters, bulk mailings, varying rates for different classes, lightweight, heavy-duty packaging, and nonprofit organization mailing rates. The local post office is the best source of current information concerning postage costs and mailing practices.

A smooth internal communication system is crucial as well. An efficient filing system will enable the program's staff to store and obtain information and will provide continuity of administration. Locking, metal file cabinets should be used if confidential information is stored, such as medical records, educational test scores, or individual plans.

The basic filing system usually is alphabetical, based on broad categories of program activities. Minutes, records of grants, financial records, and the like should be easily retrievable. As community resources are identified, they should be noted in a file as well. The name of the key contact person in each agency should be listed, along with the agency's address and phone number, and the type of resources available from the agency or individual. The CA coordinator will also keep tally sheets on an ongoing basis that reflect numbers of current matches, numbers of new advocates and proteges entering the program, and terminations of matches. Ideally, the program file will also include estimates of the number of hours per month devoted by each advocate, records of significant events, tallies of public awareness activities, and other summaries of program activites.

A chronological file of incoming and outgoing correspondence is a useful supplement. It can keep the staff and board abreast of current events involving the office and be a resource when a particular letter is needed. Stamping all incoming mail with the date received is an advisable practice, whether or not a chronological file is used.

In addition to the program-wide record-keeping system, there should be a file on each individual protege-advocate match, typically organized alphabetically by protege. Each protege file will include background forms, needs assessments, summaries of interviews, references, and whatever else was gathered when the match was first formed (see Chapters 12 and 13 for suggested forms). It will also include the objectives and strategies formulated for the match and records of the progress made toward those objectives, as well as changes in the individual plan that are made when progress is evaluated. If space permits, keeping old records on inactive volunteers is a good idea as well. They can come in handy, for instance, when a former advocate asks the coordinator to write a letter of recommendation to a potential employer.

Another tool for promoting clear internal communication is developing a set of written operating policies. Such a document helps prevent confusion, misunderstanding, and conflict. The coordinator should draft these policies and present them to the governing board for its comment and approval. In some cases, the board may want to help draft some or all of the policies.

The operating policies should provide specific information on policies and procedures related to features of the CA program which have not been addressed in the bylaws (see Chapter 3). Examples of topics to be covered may be the advisory board (the bylaws have dealt only with the governing board and its standing committees), program activities (such as publicity, recruitment, screening, training, matching, support of advocates, terminating matches, and evaluation), and personnel policies and procedures. Some coordinators prefer to develop a separate personnel manual. Reviewing the operating policies or personnel manuals of other CA programs or similar service providing agencies may be beneficial.

CONCLUSION

Although wide differences among CA programs exist, similarities exist for those just beginning to function. These suggestions regarding hiring a program staff, selecting an office site, establishing office procedures, and getting to know the community should help make the board and staff aware of the important tasks required to make a new program operational. Hopefully these guidelines will help the board and staff handle these tasks efficiently with a minimum of uncertainty and hassle.

RESOURCES

League of Women Voters. *In League: Guidelines for League boards.* Washington, DC: Author, 1975. (1730 M St., NW, Washington, DC 20036)

Massachusetts Association for Retarded Citizens, Inc. *Citizen advocacy coordinator's handbook.* Newton Upper Falls, MA: Author, 1977. (381 Elliot Street, Newton Upper Falls, MA 02164)

National Association for Retarded Citizens. *Avenues to Change, Book II.* Arlington, TX: Author, 1974. (2709 Avenue E East, Arlington, TX 76011)

Pennsylvania Fellowship Plan. *Citizen advocacy: A coordinator's handbook.* Harrisburg, PA: Institute for Research and Development in Retardation, Inc., 1975. (1500 North Second Street, Harrisburg, PA 17102)

Wolfensberger, W. *Citizen advocacy.* Washington, DC: President's Committee on Mental Retardation, 1972.

Zauha, H., & Wolfensberger, W. Funding, governance and safeguards of citizen advocacy services. In W. Wolfensberger & H. Zauha, *Citizen advocacy and protective services for the impaired and handicapped.* Downsview (Toronto), Ontario, Canada: National Institute on Mental Retardation, 1973. (York University Campus, 4700 Keele Street, Downsview [Toronto], Ontario, Canada M3J 1P3)

Part Two

Program Management

Leadership Skills

The citizen advocacy (CA) coordinator must be an effective leader and program manager. It takes advocates, proteges, staff, and board members to give a CA program meaning, life, and duration. And it takes a coordinator who is a good leader and manager to keep all these people working together so that the program can develop and thrive.

There are no gimmicks or easy recipes for developing good leadership. Becoming a good leader and manager is a long-term commitment that requires developing essential skills and continuing to refine them. This chapter presents some other basic tools coordinators can use in order to develop the leadership potential in themselves and in others. These same principles apply to people chairing boards and committees as well. First, some guidelines for managing time effectively are presented. Second, various styles of leadership are described, and an inventory for identifying one's own style is presented. Third, there are some suggestions for sharpening communication skills in verbal, nonverbal, and written messages. Finally, tips on making decisions, managing conflict, and facilitating change are presented. This chapter will help coordinators and others analyze their own management skills and will suggest practical ways of handling situations that are likely to arise in the life of a CA program.

TIME MANAGEMENT

For CA coordinators, there is almost always much more to be done each day than is possible in eight hours. A common and serious mistake that busy, dedicated people tend to make is to try to do too many things simultaneously and, as a result, do nothing well. Other chapters of this manual encourage selectivity in defining the program's target area, setting program goals and objectives, developing a public awareness strategy, and deciding how many proteges to serve. The same approach of identifying and pursuing a few top priority tasks applies to the coordinator's personal work habits as well.

A well known time management story describes a corporate executive who asked an efficiency expert to suggest a way to improve the efficiency of his business. The efficiency expert handed the executive a blank sheet of paper and told him to write down the six most important tasks he needed to do that day and then number them in order of importance. The executive was to work on the first until it was finished, then the second, and so forth. The efficiency expert recommended that the executive try this approach each day for a while and then send a check for what he felt it was worth. A few weeks later, the executive sent the efficiency expert a check for $25,000 with a note saying this was the most valuable lesson he had ever learned. CA coordinators can profit from this advice, too. However, there are so many essential tasks for which CA coordinators are responsible that even after they have limited their pursuits to the most important activities, they will still be hard pressed to find enough time. Allocating and managing time well will increase the amount of work a coordinator is able to complete, and it may even be necessary for survival and good mental health.

Time Control Checklist

Most managers need to gain better control over their time and their jobs. The reader can assess his or her own time management by answering the Time Control Checklist. The more candidly a person responds, the more useful the questionnaire will be.

A person's score indicates how well he or she manages work and time. Most people need to improve their time management. There are several strategies that can help achieve better use of time. Scheduling top-priority projects early in the week may help; this makes it more likely that they will be completed. Also, when a decision needs to be made, setting a reasonable deadline for reaching the decision will help reduce procrastination. A manager should decide how much time is needed for deliberation and not permit the matter to drag on beyond that. In addition, much can be done to control the four major sources of time waste: drop-in visitors, telephone calls, correspondence and reports, and meetings.

Drop-in Visitors

CA coordinators need to be accessible to the many people who are essential to a CA program, including advocates, proteges, board and staff. However, coordinators also need to reserve some time for doing other crucial parts of their job, such as recruiting, planning and conducting training, writing grant proposals, and handling correspondence. With just a few unexpected drop-in visitors, time for other activities can quickly disappear. It is important to maintain a balance between being accessible to visitors and reserving time for other tasks. Many people find that scheduling a "quiet hour" of uninterrupted work time each day helps them focus their energies on a major task. Some people benefit so much from an uninterrupted period in the early morning when they are rested and fresh that they schedule a second one in the early afternoon. A competent secretary can help a coordinator by screening callers, particularly during these quiet hours or at other times when the coordinator is in the midst of a task and may find it hard to regain the train of thought after an interruption. The secretary can let only essential visitors in and encourage the others to come back at a time when the coordinator is free. The secretary's desk should be located so that visitors cannot get to the coordinator's office without first checking on his or her availability.

Telephone Calls

One way of regulating telephone interruptions is to ask regular callers to make their calls at certain times of the day. For example, advocates could be asked to call in the late afternoons whenever possible. A secretary also can help by finding out the nature of calls and regulating interruptions throughout the day. Many coordinators find it beneficial to set aside a time for returning calls; many of them find that late in the business day is a good time. Thus,

Time Control Checklist For Managers

	Check the column which best describes you on the right of each item.	Always or almost always	Some-times	Never or almost never
1.	Do you keep in mind the value of one hour of your time?			
2.	Do you weigh the time requirements of a task prior to assigning the task to others or undertaking it yourself?			
3.	Do you jot down ideas and important facts when they come to mind, rather than relying on memory?			
4.	Does your paperwork take up a minimum portion of your work day?			
5.	Do you use "stock paragraphs" in your letters to cover "stock" situations?			
6.	Do you give explicit directions when assigning tasks?			
7.	Do you have your secretary maintain a monthly/yearly calendar of events in which you will be involved?			
8.	Do you brief your secretary weekly on your schedule of events?			
9.	Do you use periodic meetings or individual conferences with staff members for setting objectives and goals and reviewing their performances?			
10.	Do you handwrite a note of appreciation or recognition periodically to staff members for an outstanding achievement?			
11.	Do you approach major decisions with a problem solving attitude (identifying the problem clearly, listing alternative solutions, and analyzing each solution in terms of its consequence)?			
12.	Do you know when you are procrastinating?			
13.	Do you limit time spent with each visitor (expected or unexpected)?			
14.	Do you anticipate possible problems and devise strategies to prevent them?			
15.	Do you maintain close control of your telephone conversations?			
16.	Do you make the best use of others' time at meetings and conferences?			

Scoring and Interpretation

Count the number of checks placed under the "always or almost always" column and multiply by 5. ________
Count the number of checks placed under the "sometimes" column and multiply by 3. ________
Total the results of the two numbers above. ________

If your total score is between 61 and 80, you control your job. If your total score is between 41 and 60, you have your responsibilities in fair perspective. If your score is between 0 and 40, your job controls you.

NOTE: Adapted from *Time of Your Life Program: Effective Time Management Guidebook*, by Joseph F. Lagana (Pittsburgh, PA: TOYL, 1979), pp. 25-26, and used by permission.

they allow themselves time to gather any information needed to respond to the caller. Also, putting all calls together helps save starting and stopping time. Grouping together related kinds of work is helpful in virtually all aspects of a coordinator's work, not just phone calls.

Correspondence and Reports

A secretary can open and screen mail, thereby saving the coordinator time since the secretary can handle some of it independently and route some of it to other people. The secretary also can point out which mail needs immediate action. As the coordinator reads the mail, he or she should avoid the common tendency to merely skim through it and then procrastinate by putting all of it aside in a stack. This requires that the coordinator later reread it and decide what to do with it. It is far better to sort and respond to the mail while first reading it. Usually mail can be handled in one of four ways:

a. Respond to an item immediately if possible. A short handwritten note, perhaps even on the letter itself, often is sufficient. Use stock paragraphs and form replies when appropriate.
b. Route items to other people, such as staff or board, when appropriate.
c. Set aside items that require lengthy responses or preparation before responding. Establish a period of time each week for responding to these set-aside items. Also allow some time to think through the activity, whether it is creative or responsive.
d. Return items that do not require a response to the secretary for filing.

Preparing lengthy responses or writing various kinds of reports can require a substantial amount of time from a CA coordinator. Often, others affiliated with the program—staff, board, advocates, or proteges—are knowledgeable about the topic and can help by collecting information or writing a draft of the report. This not only frees the coordinator's time for other tasks but also allows the other people to develop and use their skills and expertise.

Meetings

Meetings are a fourth time consumer for most coordinators. If a meeting does not require the coordinator's presence, another staff member can attend who is familiar with the project or topic to be discussed. Or sometimes a board member or advocate may be able to represent the coordinator. In addition to giving the coordinator time for other responsibilities, this will provide useful experience for the other person.

Three things are helpful in making the meeting useful and well run. First, start on time. Doing this regularly will encourage people to arrive promptly. Second, distribute a printed agenda in advance, and follow it during the meeting. This will help keep people on track and minimize digressions. Third, stop on time. One way of stopping a meeting on time is to schedule it so that it will be naturally cut off by lunch time or the end of the workday. Other suggestions appear in Chapter 4.

Improving Time Management

Most CA coordinators can identify some ways of improving their time management by simply thinking about these four time consumers and their usual ways of handling them. Some people find that keeping a log of all their activity throughout the workday for a week reveals some surprising information about their time management. A sample time log which one advocacy program uses appears below. In any case, following the principles presented here will help coordinators make the most of their work time.

LEADERSHIP STYLES

Being a CA coordinator is a people-oriented role. It involves continual interaction with many different people, including staff, board members, advocates, and proteges. The approach a coordinator uses in influencing other people may be characterized as the coordinator's leadership style.

Identifying and Understanding Leadership Style

Three different leadership styles have been identified. By completing the questionnaire, "Attitudes Influencing Leadership Style," the reader can identify his or her own attitudes and leadership style. Actually the three basic leadership styles are not discreet points but rather represent a sequence or continuum of behaviors. The three styles are directive, participative, and free-rein.

Directive. This style is leader-centered: the leader is the decision maker and center of activity. This style results in consistent policies and central coordination, since all direction and decisions come from one source. Quick decisions can be made because other people do not have to be consulted. Directive leadership is usually strong leadership. However, it can be restrictive since other people may not show much initiative or take pride in their work when someone else provides all the direction.

Participative. This style is group-centered: the leader seeks group involvement, encourages adaptability, and emphasizes cooperation and participation. People usually find this style very motivating since they have the opportunity to contribute, use their skills, and gain recognition for their efforts. This style promotes commitment and cohesiveness, openness, trust, and tolerance. Keeping people informed and involved, however, takes time, and the urgency of decisions sometimes will not permit participation.

Free-rein. This style is individual-centered: the leader essentially gives individuals the freedom to function on their own, and the leader's role is to provide the support resources necessary for people to handle their tasks. This style encourages individual creativity, flexibility, and independence. It also promotes flexibility and adaptability of the organization. Many people find it extremely motivating to have essentially complete freedom to function in their position. However, free-rein styles can result in chaos because of lack of coordination and integration and because people sometimes want some guidance and direction. Also, program goals may get lost.

Making the Most of Leadership Style

Most people have a predominant style, one they are most comfortable with and use most of

Time Report

Name ______________________________

Week of ______________________________

Fill in the number of hours spent daily in each activity. At the end of the week, compute the total hours spent and the percentage of the week's time spent in each activity and each category.

	Mon.	**Tues.**	**Wed.**	**Thurs.**	**Fri.**	**Time per activity**		**Time per category**	
						Hours	**%**	**Hours**	**%**
CITIZEN ADVOCACY									
Recruiting									
Screening									
Matching									
Training									
Follow-along									
IN-SERVICE STAFF ACTIVITIES									
Reading, review									
Meetings									
Consultation									
In-service training									
Conferences and preparation									
MANAGEMENT AND GENERAL									
Fundraising									
Planning and/or evaluation									
Public awareness									
Accounting									
Travel									
Other									
TOTAL HOURS WORKED AND TRAVELED							100%		100%

NOTE. The format for this log was adapted from "Time Report," by Advocacy, Inc., Austin, TX, and used by permission.

Attitudes Influencing Leadership Style

In the section below you will see a series of statements. Please indicate your agreement or disagreement. Use the scale below each statement. For example:

It is easier to work in cool weather than in hot.

________	________	________	________	________
Strongly agree	*Agree*	*Undecided*	*Disagree*	*Strongly disagree*

If you think it is easier to work in cool weather, put an (X) above "agree"; if you think it is much easier to work in cool weather, put a mark above "strongly agree." If you think it doesn't matter, put a mark over "undecided" and so on. Put your mark in a space, not on the boundaries.

There are no right or wrong answers. We are interested in your opinion about the statements which follow.

1. The average human being prefers to be directed, wishes to avoid responsibility, and has relatively little ambition.

________	________	________	________	________
Strongly agree	Agree	Undecided	Disagree	Strongly disagree

2. Leadership skills can be acquired by most people regardless of their particular inborn traits and abilities.

________	________	________	________	________
Strongly agree	Agree	Undecided	Disagree	Strongly disagree

3. The use of rewards (pay, promotion, etc.) and punishment (failure to promote, etc.) is not the best way to get subordinates to do their work.

________	________	________	________	________
Strongly agree	Agree	Undecided	Disagree	Strongly disagree

4. In a work situation, if the subordinates cannot influence me then I lose some influence on them.

________	________	________	________	________
Strongly agree	Agree	Undecided	Disagree	Strongly disagree

5. A good leader should give detailed and complete instructions to his subordinates, rather than giving them merely general directions and depending upon their initiative to work out the details.

________	________	________	________	________
Strongly agree	Agree	Undecided	Disagree	Strongly disagree

6. Group goal setting offers advantages that cannot be obtained by individual goal setting.

________	________	________	________	________
Strongly agree	Agree	Undecided	Disagree	Strongly disagree

7. A superior should give his subordinates only that information which is necessary for them to do their immediate tasks.

________	________	________	________	________
Strongly agree	Agree	Undecided	Disagree	Strongly disagree

8. The superior's authority over his subordinates in an organization is primarily economic.

________	________	________	________	________
Strongly agree	Agree	Undecided	Disagree	Strongly disagree

NOTE. Adapted from *Managerial Thinking*, by Mason Haire, Edwin E. Ghiselli, and Lyman W. Porter. Copyright © 1966 by John Wiley and Sons, Inc., and used by permission.

Scoring and Interpretation

After completing the questionnaire, score your answers by giving yourself one point for each response, as follows:

Question	Agree or Strongly Agree	Undecided	Disagree or Strongly Disagree
1	directive	free-rein	participative
2	participative	free-rein	directive
3	participative	free-rein	directive
4	participative	free-rein	directive
5	directive	free-rein	participative
6	participative	free-rein	directive
7	directive	free-rein	participative
8	directive	free-rein	participative

Scores:

Directive ____________________

Participative ________________

Free-rein ____________________

Your highest score indicates your primary leadership style, which dominates your behavior. Five to eight items in any one category is a strong indication of your leadership style.

NOTE. Adapted from *Management*, by W.F. Glueck. Copyright © 1977 by the Dryden Press, a division of Holt, Rinehart and Winston, and used by permission.

the time. It is important for a coordinator to be consistent in relating to associates, and some management experts disapprove of changing styles very much since inconsistency in style could be confusing to others and even manipulative. However, all but a few managers have the ability to vary their style occasionally to fit the circumstances or people involved. For example, a participative coordinator may become directive in a crisis. Or a directive coordinator may use a participative style in dealing with some especially trusted staff members.

No one style is best in all situations or always more productive than the others. The directive style has traditionally been used most frequently by managers in general, although among CA programs the more open participative or free-rein styles often are preferred because they foster more individual freedom and growth. Although it is inappropriate to make a list of specific situations in which each style works best, some general guidelines and examples are possible.

The *directive* style works well in overcoming obstacles, handling crises, and promoting change because of the authority, quickness, and consistency of directive leadership. For example, if the CA staff is overextended and cannot complete all the work that needs to be done, the coordinator may need to be directive by setting priorities, assigning tasks, and establishing timelines. One way of becoming more comfortable with a directive style is to practice writing memoranda to staff stating objectives and times for completing them.

The *participative* style works well in situations where group process is helpful since it encourages involvement and participation from everyone. For example, when a program plan is being developed or when potential sources of funding are being discussed, many people can contribute useful ideas and information, and a participative style will encourage them to do so. A coordinator can practice being a participative leader during a committee meeting by presenting all the options and soliciting discussion before stating his or her own opinion.

The *free-rein* style works well when relating to associates who need to function independently, since individuals are allowed to function on their own and, at the same time, receive necessary support resources. Most people feel that citizen advocates and their proteges belong in this category. A coordinator can practice a free-rein style by encouraging advocates and proteges to formulate and independently pursue their own goals. When advocates report to the coordinator on their current relationship, the coordinator can suggest resources that may help them rather than offering guidance or direction.

COMMUNICATING

CA programs engage in both *internal* communication among staff, board, advocates, and proteges, and *external* communication with individuals and groups outside the CA organization. External communications will be covered in Chapter 10; this section will focus on internal communications.

The various forms which internal communications may take include verbal, nonverbal, and written. The following sections provide some tips on how to build skills in each area. Additional suggestions appear in Chapters 10 and 12.

Verbal Communication

Verbal or oral communication is used most often by CA coordinators. Everyone knows the feeling of communicating well with someone else: the conversation flows smoothly and each person clearly understands what the other is saying. At other times, however, we have to make a real effort to get through to someone else or to understand someone. Clear verbal communication is an indispensable skill for a CA coordinator. Following some guidelines can make verbal communication better in both easy and difficult situations.

Most basically, all communication should be honest. People should state how they really feel regardless of what they think others might say. This means that if a person does not know something, he or she should admit it. It also includes giving genuine compliments when they are deserved.

Furthermore, in order to keep conversations on the topic, people should avoid getting sidetracked. Dealing with one major issue at a time and avoiding peripheral issues will help keep the communication focused.

Certain techniques can help a speaker make points directly, interestingly, and nonoffensively. For instance, using "I" statements promotes directness and frankness, while "you" statements promote defensiveness and anger. Telling an agency director, "*I* am disappointed because the CA staff was not invited to comment on your annual plan," is better than saying, "*You* should have asked the CA staff to comment on your plan." Also, redundancy—repeating a major point in slightly different words—helps insure that the other person will understand and remember it. Moreover, by relating stories and anecdotes, a speaker can emphasize an important point as well as add interest to the conversation. Both redundancy and anecdotes can become boring or irritating if overdone. However, when used appropriately and in moderation, they can enhance a conversation.

Other techniques can be used to draw other people into the conversation. For example, in order to get more information from the other person, a speaker must be willing to give some information about him or herself. To what extent a conversation stays on a superficial level or moves to a deeper level depends on the type of information that is mutually shared. Open-ended questions also can be used to get another person into a conversation. An open-ended question—"What part of your advocate training was most useful?"—encourages the other person to share information or express thoughts or feelings rather than simply responding with "yes" or "no."

A speaker should watch for feedback from the other person. If the other person has a confused or blank facial expression, raises questions, or makes a comment that indicates misunderstanding, the speaker should repeat a point and try to clarify it. If the speaker is unsure whether or not the other person understands, the speaker should ask the other person.

Being a good listener when someone else is talking is an important part of verbal communication. After hearing someone speak, the average person remembers only about half of what was said. Good listening requires more than passively letting sound waves enter one's ears. It means identifying the speaker's main ideas and relating them to one's own experience. It means giving cues to show understanding or confusion. These cues can take several forms, such as a head nod, a statement summarizing and reflecting what the other person said, or a question asking for further information or clarification. Further, good listening means not interrupting when the other person is actively talking or has paused for a moment. Interruptions show that a person is not listening well or is in a hurry.

Finally, in especially important communications, a message should be tested before it is sent. The speaker should ask someone to listen to it and give feedback. For example, before meeting with the United Way officials to request some funds, a CA coordinator may review what he or she plans to say with the chairperson of the CA finance committee and ask for comments and suggestions.

Nonverbal Communication

Face-to-face communication is a mixture of verbal and nonverbal signals. In effect, nonverbal communication reinforces the verbal message. There are many modes of nonverbal communication, and CA coordinators need to

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understand and use them appropriately.

Touch and body movements are important ways to communicate. For example, an enthusiastic handshake can communicate welcome, tapping of the fingers can indicate boredom, and a slumped posture can communicate dejection. The position of the body is important too. Facing the other person, leaning toward the other person, and holding the head straight all indicate that a speaker means what he or she is saying.

Facial expressions, such as frowning, raising the eyebrows, or winking, can communicate a great deal. Looking the other person in the eyes without staring threateningly indicates that a speaker is sincere about what he or she is saying. Eye contact helps form a bond between the speaker and the other person. Averted eyes, on the other hand, may indicate many things, such as distraction, disinterest, or emotional problems.

How the voice is used—its pitch, volume, tone, and rate—sometimes says as much or more than the words do. Soft, high whispers carry little emphasis and may seem unimportant. Shouting, on the other hand, often results in defensiveness and arguments. A level, conversational tone of voice works well in being convincing without being threatening.

Even the clothes a person wears and the way a person arranges his or her office can say a great deal about the person. Formal clothing and a desk placed between the person and any visitors communicate authority, such as a directive leader may wish to convey. Participative or free-rein leaders, on the other hand, may be more likely to dress casually and have their visitors sit near them rather than across the desk.

Awareness of nonverbal signals will enhance the communication of CA cordinators. For example, suppose after orienting a new advocate, a coordinator asks if the advocate understands the role. The advocate nods and says, "Yes." But the advocate's facial expression and body tension may indicate that the answer is actually no. The coordinator needs to be sensitive to the nonverbal cues he or she gives and responsive to the nonverbal communication of others.

Written Communication

Many forms of written communication are used in CA programs. Examples include reports, letters, memoranda, notices, and newsletters. Written communications are important since people judge a program in part by the materials they receive from the program. Sloppy, carelessly written communications create a poor image that is hard to change. Good communications have positive impact.

Written communications are slower than verbal communications and lend themselves less to nonverbal cues. At the same time, written communications allow the sender to think through the message carefully and provide a permanent record.

The most common problem in written communications is the failure to be concise and clear. The essential points to be communicated are usually "who, what, when, where, and how." Thinking through the facts to be communicated ahead of time and jotting down a simple outline before drafting a letter, article, or report often helps. Simple words and short, clear sentences should be used. The message should be organized carefully, with the most important points first so that if the receiver reads only the beginning of the report, the main message will get across.

The message should be as brief as possible. Generally this requires rewriting and tightening the language after a first draft is written. On a long message such as a report, a brief, clear summary of the main points should appear at the end of the correspondence.

The message should be targeted to the person who will be receiving it. It should include whatever background information is necessary and use terms that the receiver will understand. Gaps between generations, cultures, races, styles, and perspectives can exist, and the message should overcome them.

Finally, the message should be presented in a neat, readable format. In reports, newsletters, and brochures, two narrow columns of print on a page are more readable than a solid page of print.

There are many resources for developing good written communications, and help is usually available if you ask others for assistance. For reports, grants, and annual reports, board members can give advice and help. Many of them will be able to assume the perspective of the people receiving the report or grant, and can point out what they would need and want to know. For newsletters and articles, college journalism classes or volunteers with journalism training can help. For brochures or ads, advertising agencies or graphics departments of large industries may be willing to give free or "expenses only" assistance to nonprofit organizations such as a CA program. Further information on preparing printed materials is provided in Chapter 10.

MAKING DECISIONS

CA coordinators have to make many decisions, and just as their leadership styles vary, their styles of decision making may range from authoritative to group to individual oriented. Different coordinators obviously have different personalities, attitudes, and abilities; some are more objective while others are more intuitive in decision making. The best managers choose a mode that fits a particular situation as well as their own personalities and abilities. Effective decision makers rarely use the same approach for all decisions.

Young, naive managers can learn valuable lessons from more experienced ones. For example, studies have shown that experienced managers use the following general approaches to decision making. They:

a. Seek more information before making decisions
b. Take longer to make their decisions
c. Are more accurate in their decisions
d. Are more willing to change their decisions if conditions warrant a change

Thus, more experienced executives are more accurate, less rushed, and more flexible than inexperienced ones.

Emulating these patterns and following some additional guidelines can help a CA coordinator make decisions. First, crisis decisions should be avoided. Some of the worst decisions are made in crisis situations. Whenever possible, a coordinator should anticipate a crisis and decide what to do if it arises. If an unanticipated crisis arises, the coordinator should wait and make the decision at a less emotional time if possible. For example, suppose a coordinator has just learned that an employer publicly criticized the CA program after an advocate confronted the employer on behalf of a protege. The coordinator should take time to calm down and objectively decide on a response rather than acting on the natural impulse to strike back.

Second, a time limit for making decisions can be set. A coordinator should take whatever time is needed to gather the necessary information, think about it, and consult with advisers. A few minutes may be a reasonable time for deliberating on some decisions, such as whether to purchase a new filing cabinet. Other decisions, such as which of three advocates to match with a protege, may take much longer.

Third, the coordinator should tell other people—such as staff members or board members—to what extent they will be allowed to participate in the decision-making process. Then the coordinator should stick to these policies.

Fourth, once the decision is made, the coordinator should stop worrying about it. At that point, the coordinator should go on to other important matters.

Finally, a coordinator should not expect to be right all the time. Everyone occasionally makes a decision that turns out to be bad. A coordinator should accept responsibility for his or her decisions. However, coordinators should recognize that making occasional mistakes is part of human nature and should not be discouraged.

MANAGING CONFLICT

Conflict exists between two or more individuals or groups when they disagree on significant issues. Conflict can cause instability and chaos, disruption, and irrational behavior. But conflict also can be beneficial. Conflict sometimes increases productivity by generating energy and activity, stimulating interest, curiosity, and ideas, leading to change, or reducing tension. Some competition or conflict between groups or individuals may be positive as long as the common goals predominate. Franklin Roosevelt, for example, deliberately designed for conflict, believing that this would lead to better policy development. He appointed assistants who would represent different viewpoints and he acted as arbitrator. He was convinced that he would thereby receive less biased, more representative advice.

Since conflict will inevitably occur in almost every organization, CA coordinators need to be prepared to deal with it and limit it to an amount that is productive. Many methods are effective in managing conflict, and a coordinator's leadership style may influence which method works best.

Directive leaders tend to suppress conflict by using authority. For example, several advocates may object to completing monthly activity reports for the project files, although other advocates and the CA staff feel that these reports are necessary and appropriate. One way of resolving this conflict is for the coordinator to state that monthly reports will be required of all advocates, and anyone unwilling to complete the reports may not be an advocate.

Participative managers tend to discuss the conflict fully with the parties involved and try to work it out through bargaining or negotiation. In the same example, a participative manager may hold a meeting of all staff and advocates, giving everyone a chance to discuss the conflict and express his or her point of view. The coordinator may propose various solutions until finding a compromise that is agreeable to all parties, such as having the staff obtain the information for the monthly activity report by telephoning each advocate each month.

Free-rein managers may solve the same conflict by majority rule. For example, the coordinator may call all advocates and staff together, explain the conflict, and have the group vote on alternative solutions. Although the agreed-upon solution may not please everyone, the majority of people will be satisfied with it.

Other ways of handling conflict that any manager can use include appealing to an outside mediator. For example, the coordinator can ask the president of the board to provide a solution. Or a manager can sometimes remove the condition that is causing the conflict. For example, if the reason the advocates object to completing the forms is that the confidential information is then stored in accessible file drawers, storing the reports in locked files may resolve the conflict.

Whenever a CA coordinator encounters conflict related to a CA program, one of these methods that fits the coordinator's personality, the situation, and the other persons involved will help resolve it.

FACILITATING CHANGE

Another challenge CA coordinators will face is trying to persuade other people to accept and adopt some new policy, priority, or activity. There will be times when a coordinator wants to convince staff, advocates, board members, community leaders, or agencies to change in some way. They may respond positively to the proposed change and be willing and eager to adopt it. Or they may be neutral or even negative, stubbornly resisting the change because it threatens their security.

A Change Quotient Questionnaire appears below. Completing it will allow the reader to measure his or her own typical response to change. Many people actually are not as open to change as they think they are. Realizing this can help make a person more empathic and tolerant of others' resistance when changes are proposed.

Innovators need initiative, curiosity, and resistance to discouragement. They also need to understand that new ideas usually are not adopted immediately. Rather, people usually go through several stages—known as an "awareness to adoption" continuum—in responding to a new idea or change. There are things that can be done at each stage to promote acceptance of the new idea.

First, in the *awareness* stage, people receive initial information about the proposed change. For example, suppose a board has never set priorities for a CA program or developed a written plan of action, and as a result the program is floundering. The coordinator may

Change Quotient Questionnaire

		Yes	No
1.	Can you get enthusiastic about problems outside your specialized area?		
2.	Do you feel the excitement and challenge of finding a solution to problems in many areas, regardless of whether they are major or minor challenges?		
3.	When a problem seems to hold little or no interest, do you nevertheless try to develop an interest in the problem's possibilities?		
4.	Do you know what is expected of you by management?		
5.	Do you seldom assume limitations and lack of freedom in your work?		
6.	Do you sometimes set the problem aside temporarily to get a new perspective, without closing your mind to it or giving up?		
7.	Do you resist "blocking" a project even though you think it trivial and distracting from problems more to your taste?		
8.	Do you accept the occasional illogic of your mind, recognizing that it can lead you to solutions in managing change?		
9.	Do you commonly carry a notebook to put stray ideas in writing?		
10.	Do you seek many ideas, rather than becoming satisfied with one or a few?		
11.	Do you know how to simplify and organize your impressions?		

Scoring and Interpretation

Your openness to change is high if you answered "yes" to 8 or more of the 11 items in this questionnaire.

NOTE: Slightly adapted from *Managing Change: The Strategies of Making Change Work for You*, pp. 112-113, by John S. Morgan. Copyright © 1978 by McGraw-Hill Book Company. Used with the permission of McGraw-Hill Book Company.

want the board to start setting priorities annually for the CA program. In the awareness stage, the coordinator may explain why the board needs to set priorities and what it will accomplish. The coordinator should not try to force board members to plan "for their own good." Instead, some board members should help design and implement strategies for getting the board involved in priority setting. It would be especially helpful to involve the "opinion leaders"—those who are respected and influential because of their personality or status. In the example, the board president or some especially dynamic board member may be opinion leaders.

Second, in the *interest* stage, people seek additional information about the proposed change. In the example, the board members may ask for more information about priority setting, its benefits, and how it works. The coordinator may respond by pointing out the clear-cut advantages that setting priorities has over what the board has done in the past. Also, it is helpful to explain that clarifying the program's priorities can provide a framework into which personal goals can be integrated. If the change will not require increased expenditures of money, time, or effort, this should be pointed out as well.

In the third stage—*evaluation*—people weigh the evidence that has been presented. They should be encouraged to express openly their doubts and hesitancies. Responding nondefensively, acknowledging that the change has some limitations as well as many advantages, will encourage receptivity.

Fourth, in the *trial* stage, people tentatively implement the proposed change. This should occur as gradually as conditions will permit. If it is possible for people to try partial adoption before full-scale change, it is a good idea to do so. For example, it might be best to have the board set priorities related to which proteges will be served before setting priorities for the entire program. Also, if the change involves some procedure, it should be demonstrated so that the potential adopters can clearly see how it works. In the example, showing the board a sample procedure for setting priorities is helpful. Also, giving praise whenever it is appropriate will help reduce the anxiety and discomfort that are inevitable in any new situation.

The fifth and final stage is *adoption*. This is when people accept and begin practicing the change. Using the tips summarized above and moving as gradually as possible through the first four stages will facilitate reaching this stage with a minimum of disruption and resistance.

CONCLUSION

This chapter has discussed the leadership skills needed to manage a CA program effectively—using time well; understanding and using leadership styles; communicating clearly verbally, nonverbally, and in writing; making decisions; resolving conflict; and promoting change. Suggestions on how to develop and improve skills in each area were given.

Many people have had to learn about these techniques the hard way, by trial and error whenever a situation arose. CA coordinators can benefit from the combined experience of other coordinators and managers whose advice and suggestions are presented here. Following these guidelines will help a coordinator handle management situations smoothly and free more of the coordinator's time for pursuing the many other responsibilities involved in running a CA program, such as recruiting, selecting, matching, training, and supporting advocates and proteges.

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Planning

Planning is a critical requirement for translating citizen advocacy (CA) into action. Planning is a basic management function. It undergirds everything else the coordinator does. Busy program coordinators sometimes find it hard to make time for planning because they are swamped with day-to-day crises that need immediate attention. However, in this era of increasing programs and decreasing funds, programs are being required to demonstrate their soundness. Planning enables them to demonstrate their effectiveness, helps anticipate problems, provides a sense of direction, establishes guidelines for decision making, harnesses resources, and enables a program to best meet the needs of disabled individuals. Without it, programs are likely to be ineffective, directionless, wasteful, and chaotic. Thus, planning is not an optional tool but rather a matter of survival. This chapter presents the fundamentals of planning and describes one simple way of doing it.

HOW TO WRITE A PLAN

In its simplest form, planning is determining *who* is going to do *what, when,* and *how.* It bridges the gap between where a program is now and where the staff, board, and volunteers want the program to go. Planning means choosing a course of action from among alternatives. It involves writing out a plan which includes several interrelated components:

Statement of purpose or mission sets forth the program's guiding philosophy and ideology
Goals state the general direction of a program
Objectives translate goals into behavioral, measurable, time-linked steps
Strategies tell what needs to be done (what, who, and when) to achieve objectives
Evaluation determines if plans were implemented successfully

The planning process is ongoing, continuous, and self-renewing. Completing the final step—evaluation—leads to a reexamination of goals and priorities, a statement of new objectives and strategies, implementation, and more evaluation. An examination of each component will clarify just how to write a plan.

Statement of Purpose

The statement of purpose forms a foundation for the rest of the plan. It is the only part of the plan that is likely to remain constant over time and not require continuous revision. When the board developed its articles of incorporation and bylaws for the program (see Chapter 3), it most likely wrote a statement of purpose. These documents should accurately reflect the program's mission and serve as the foundation for the plan. If no statement of purpose is included in the articles of incorporation or bylaws, one should be developed now. Broad, general terms should be used to describe the purpose of the program. A statement of purpose may look like this:

> PURPOSE: To secure justice for, advocate the rights of, and promote the independence of those persons of the community who have a developmental disability.

Goals

The next step is to set goals for the program. An effective way to prepare for goal setting is to develop a list of the program's strengths and its needs. Strengths include positive characteristics of the program, people who will provide support, and any other resources that are available. For example, some strengths of a CA program may be:

> The advisory board members are dedicated and willing to work hard.
>
> The local high school coach, whose daughter is disabled, is interested in the CA program.

Needs may include new program areas to be established or current efforts that need to be improved. Needs, as well as strengths, should be stated in positive terms, since this encourages the planners to remain solution-oriented rather than promoting discouragement or hopelessness. For example, a poor way of stating a need would be:

> The CA program is unable to get any male advocates.

A better way of stating this same need would be:

> The CA program needs to recruit more male advocates to match with severely disabled adolescent boys who want to become proteges.

Other examples of needs may be:

> The CA program needs to provide better training for its new advocates.
>
> The CA program needs to become better known in the community.

Developing a list of as many strengths and needs as possible will make the rest of the planning process easier. Not only will the planners have a common understanding of the program's resources and needs, but also they will have written down some specific information from which to draw in developing goals, objectives, and strategies.

Goal setting, the next step, involves stating goals and assigning priorities. The needs listed may suggest program goals. Some of the goals should state priorities for service, that is, what kinds of proteges the program will serve. These might be, for example, autistic children who have no representation or physically handicapped adults living in a group home.

Although more specific than the statement of purpose, goals are still stated in broad terms and need not lend themselves to evaluation. They highlight the direction of project activities. Like the strengths and needs, goals should be stated in positive terms. Goals should be ambitious yet realistic. Most important, they should be clear and understandable to everyone who will be involved in working toward them. The planners should develop some short-range goals (accomplishable in a year or less), some intermediate goals (one to five years), and perhaps even some long-range goals (which require five years or more of work). Some sample goals for a CA program may be:

> To recruit more male advocates to serve severely disabled adolescent proteges (short-range)
>
> To make the CA program better known in the community (intermediate)
>
> To promote a positive image of disabled persons (long-range)

A common mistake many CA programs make is to attempt to work on too many goals at once. This is disastrous, especially when the program is young. It is far better to do a good job with a few goals than a mediocre or inadequate job with many. Therefore, the next step—assigning priorities—is crucial. Several factors can be considered in determining priorities, such as how many people the goal affects, what will happen if the goal is not met, and which if any goals are prerequisites to other goals. Also, focusing on some short-range *and* some intermediate or long-range goals is advisable since each type of goal provides a different advantage to an overall program plan. Long-range and intermediate goals add continuity to a plan over a period of years. Short-range goals make it possible to measure progress and accomplishment along the way. Various priority-setting procedures can be used to arrive at a group consensus regarding what goal is most important, which one is next, and so forth. Table 8 presents one procedure that can be used to select a few goals. Before going on to the next step, the planners should review the goals and revise them if necessary:

Do the goals reflect the program's strengths and needs?

Do they indicate what types of proteges will be served?

Are they stated in broad terms?

Are they stated in positive terms?

Are they ambitious but realistic?

Are they clear to everyone who will be working on them?

Have a few top priority goals been selected to be addressed first?

Do the top priority goals include a combination of short-range *and* intermediate or long-range goals?

Table 8
Procedure for Setting Priorities

1. (15 minutes) Have the planners as a group list all possible goals the CA program could adopt. Write the list on a blackboard or large chart that all can see.

2. (5 minutes) From the list of all possible goals, have each person privately list the six which he or she thinks the program should pay the most attention to.
   a.
   b.
   c.
   d.
   e.
   f.

3. (10 minutes) Form small groups of three people each. Have each group discuss their lists and reach a consensus on the four most important goals.
   a.
   b.
   c.
   d.

4. (10 minutes) Combine small groups to form groups of six people each. Have each group reach a consensus on the three most important goals and name one person to report back to the full group.
   a.
   b.
   c.

5. (10 minutes) Reassemble the full group and hear reports from all subgroups. Through group discussion, reach a consensus on the two or three most important goals for the program.
   a.
   b.
   c.

NOTE. Adapted from *Leadership Development: Session III B3—Priority Setting*, by the League of Women Voters of the U.S. (Washington, DC: Author, undated), and used by permission.

Objectives

The next task is to formulate objectives for the top two or three goals. Objectives clearly state the steps necessary to reach a goal, and just as goals are more specific and focused than the statement of purpose, objectives are more precise than goals. *Objectives are the most crucial part of a program plan* because if they are clear and measurable, they make it possible to determine through evaluation whether progress is being made toward reaching program goals. Objectives state the steps necessary to reach a goal and describe program activities to be implemented.

All objectives should have certain characteristics, and the following "tools" may help you remember them:

*T*ime-linked
*O*bservable
*O*utcome-oriented
*L*ikely
*S*ynthesized

First, in order to be *time-linked,* an objective must specify when the activity will be completed. For example it could state that the activity will be completed by May 1. Second, to be *observable,* the objective must describe the activity in specific, behavioral terms. Vague, nonspecific terms and phrases that can be interpreted differently by various people should be avoided. For example, "to interest more males in the CA program" would not be an observable objective; it could mean having men sign their children up to become proteges, getting businessmen to make donations to the program, or recruiting more male advocates. On the other hand, "recruiting males to become advocates" is an observable objective; it leaves no room for interpretation, and anyone can observe whether or not it occurs. Third, in order to be *outcome-oriented,* an objective must state what the outcome or result will be in a way that can be measured. For example, "to recruit five new males as advocates for the CA program" clearly specifies a measurable outcome. Fourth, an objective should be *likely* to be doable; it should require hard work while still being realistic. For example, obtaining 10 new advocates in three months, while requiring some work, is probably realistic. Fifth, an objective should be *synthesized* and compatible with the rest of the plan and contribute toward overall balance and integration in the CA program. For example, if a CA program has decided to focus on recruiting during a certain time, an objective related to training would be misplaced at that time. Putting all the tools together may result in the following sample objective:

> To recruit (synthesized) males as advocates (observable), resulting in five (likely) new male advocates (outcome-oriented) for the CA program by May 1 (time-linked).

Each goal may require one or more objectives. So that the plan will not become unwieldy and confusing, the objectives should be sequenced in order of priority, as were the program goals. Also, a limited number of objectives should be dealt with at first. Additional objectives can be added as the initial ones are accomplished or the program's resources increase.

After writing objectives, the planners should check them to make sure they meet the specified criteria:

Are the objectives *time-linked*?
Do they describe an *observable* behavior or activity?
Are they *outcome-oriented* and measurable?
Are they *likely* to be doable—ambitious yet realistic?
Are they *synthesized* with the rest of the plan?
Are they arranged in priority order?
Have a few been selected to be dealt with first?

Strategies

Next, the planners need to get even more specific and spell out strategies, which are procedures for accomplishing each objective. Strategies tell:

What procedures or techniques will be used
Who will implement them and
When (work schedule) they will be implemented

The strengths/needs list may be a useful resource in developing strategies. All alternatives should be considered before the planners decide which strategy to pursue. The most obvious strategy is not always the best. If obstacles seem likely to arise, they should be written down and ways to minimize or prevent them should be noted. Also, any special resources that will be needed should be noted. A sequence of possible strategies for the sample objective of recruiting five new male advocates may be:

> By February 15, advisory board member Clayton Parker, will visit Coach Bill Thomas to ask the coach to help recruit high school boys as advocates by making a presentation on CA to the boys' service club.

By February 20, CA coordinator Mark Norman will telephone the president of the boys' service club to arrange a time (before April 1) for Coach Thomas to make a presentation to the group.

By March 1, Mark will meet with Coach Thomas to assist in preparing for the presentation. (Mark will provide information on CA and offer to have a current advocate participate in the presentation.)

Assisted by the advocate, Coach Thomas will make a presentation on CA to the boys' service club by April 1.

The strengths identified above—a dedicated advisory board and interested high school coach—have suggested resources that could be used in formulating strategies. As with other elements of the plan, several strategies should be developed for each objective. The strategies should be sequenced and a few top priority ones selected to be implemented first. The planners can check their strategies by asking these questions:

Do the strategies build on the program's strengths?
Are they presented in a reasonable sequence?
Were all possible alternative strategies considered?
Were a reasonable number of strategies selected to implement first?
Do the strategies tell what procedures or techniques will be used?
Do they name the person responsible for implementation?
Do they specify when implementation will be completed?

Evaluation

Evaluation, the fifth and final component of the plan, is the way to determine empirically whether the program's strategies are working and whether the goals and objectives are being reached. If the objectives and strategies have been formulated well, developing evaluation measures should be straightforward. Evaluation should be done on two levels. First, is each of the *strategies* working? For example, Mr. Parker may write a memorandum to Mark Norman, stating that he met with Coach Thomas and obtained his agreement to make a presentation to the service club. The memorandum can serve as the evaluation tool, indicating that the first strategy stated above has been met. Or it can indicate that the strategy did not work. For example, maybe Coach Thomas could not make the presentation until the following fall, or maybe Coach Thomas was unwilling to make a presentation at any time, or maybe Mr. Parker was negligent and did not even meet with Coach Thomas. If the strategy did not work, evaluation should indicate just where it broke down.

Second, in addition to the strategies, the *objectives* also need to be evaluated. Did five males become new advocates for the CA program by May 1? Reporting the number of new male advocates to the board is one way of evaluating whether this objective has been met.

If the strategies or objectives have failed, the evaluation should show where revisions need to be made. Evaluation should point out weak spots that need to be strengthened before they cause the whole program to flounder. Often the only way to find out whether a strategy will work is to try it, and even if it does not work, a positive step has been taken if the evaluation points out what changes need to be made before the strategy is attempted again.

The planners can review the evaluation component of the plan by asking the following questions:

Does the plan specify how to evaluate whether the *strategies* are working?
Does the plan specify how to evaluate whether the *objectives* are being met?

Evaluation will be discussed more fully in Chapter 9.

Putting It All Together

There are many ways of putting all these components together into an overall program plan. In general, the simpler and clearer the plan, the better. The sample program plan below shows one way of displaying a program plan. This sample plan includes only one goal, one objective, and its corresponding strategies and evaluation; a CA program's complete plan will be longer since it most likely will include more than one goal and many objectives.

Once the entire plan has been written, it can be reviewed as a whole by asking the following questions:

Is the plan consistent with the program's statement of purpose?
Does it reflect a realistic analysis of the existing situation?
Is it as simple and clear as the task will permit?

Sample Partial Program Plan

Goal	Objective	Strategies	Evaluation
To recruit more males as advocates to serve severely disabled adolescent male proteges	To recruit males as advocates, resulting in at least five new male advocates for the CA program May 1	By February 15, Clayton Parker will meet with Coach Thomas to ask him to make a presentation on CA to the boys' service club.	Memorandum from Clayton Parker to Mark Norman, describing outcome of meeting with Coach Thomas
		By February 20, Mark Norman will telephone the boys' club president to arrange a time for Coach Thomas to speak to the group.	Report from Mark Norman to board stating date specified for Coach Thomas's presentation
		By March 1, Mark Norman will meet with Coach Thomas to help prepare for the presentation.	Memorandum from Mark Norman to Coach Thomas stating what Mark will do as a follow-up to the meeting to assist with the presentation
		By April 1, Coach Thomas will make the presentation.	Phone call from Coach Thomas to Mark Norman describing the meeting
			Number of new male advocates in pre-match training or beyond, by May 1

Is it as economical as possible in the use of human and financial resources needed for implementation?
Are the methods used in the plan reliable and up to program standards?
Does it allow for continuous review and reevaluation?

THE SETTING FOR PLANNING

Planning is a total organizational function. Representatives of all groups in the CA program—board, staff, advocates, and proteges—should be involved at some level in planning. The board members usually articulate the program's statement of purpose, typically in the bylaws (see Chapter 3). The coordinator orchestrates the rest of the planning process. Giving people at all levels a chance to participate in planning insures that different perspectives will be represented. Moreover, participation in planning their own jobs motivates people and gives them feelings of accomplishment when tasks are complete. This can make the difference between working toward a goal and just doing a job.

When a CA program is just starting out, initial planning is one of the first tasks for the CA coordinator. The feasibility study should have revealed some priority goals for getting the program off the ground—e.g., develop training materials, recruit advocates and proteges. The feasibility study also should have suggested some priority goals for types of services and target groups—e.g., instrumental advocacy to physically handicapped adults living in a group home. The coordinator, working with board and staff, should use these findings as a basis for developing the CA program's initial plan. The planning should be done before, not after, work toward the achievement of the goals and objectives begins.

Planning is an ongoing, continuous function. The priorities and the plan need to be reviewed and updated at least annually. Planning is best done as a separate activity when few interruptions are likely to occur. Many organizations find it helpful to have regularly scheduled sessions for doing their major program planning, such as day-long, annual planning meetings in which representatives of all components of the CA program participate. This could be incorporated into the board's annual meeting (see Chapter 4), or it could be separate.

At the meeting, participants may begin by spending about a half-hour listing the organization's strengths and needs. Then for about ten minutes, each individual can list the goals that he or she considers most important to accomplish in the year ahead. Next, the group can select two or three top priority goals (see sample procedure earlier in this chapter) and spend the remainder of the day formulating objectives, deciding which ones are in fact possible, determining which are really most important, and planning strategies for implementation and evaluation. A valuable by-product of such a meeting is the camaraderie and commitment that develop among the participants.

It is important to review a program plan periodically during its implementation and revise it as needed. Plans are useful guidelines but remain open to revision when convincing circumstances arise. For example, a new strategy may appear that would enable an objective to be reached more quickly. Plans must be flexible in order to remain useful.

COMMON DIFFICULTIES IN PLANNING

There are some common pitfalls that coordinators need to recognize and avoid. First, failure to explain the planning process clearly is one of the major problems encountered in program planning. Before a group tries to develop a plan, the coordinator must make sure that everyone understands what is to be done. Giving examples, such as those presented in this chapter, is very helpful.

Poorly defined objectives represent another common pitfall. If program planning is to work, the planning group must not accept any objective unless it is clear, specific, and meets the criteria described above. This is essential since the remainder of the plan hinges on this step.

Providing reinforcement when planning is completed helps to build planners' motivation, satisfaction, and morale. One of the best possible reinforcements a coordinator can give is to see that strategies and plans are actually implemented and that evaluation results are used to strengthen and improve the program and its services.

Sample Individual Plan For A Protege

Goal	Objective	Strategies	Evaluation
To increase skills in independent living	By October 10, to assure that Richard Carter can afford and knows how to pay his monthly apartment rent	By September 15, John Miller will assist Richard Carter in applying for federal rent subsidy	Completed application form
		On October 1, John Miller will accompany Richard Carter to pay his monthly rent to the apartment manager	A note from Mr. Miller for Mr. Carter's file regarding their interaction with the manager
			Receipt for payment of rent
To become more comfortable in social situations	To assure that Richard Carter participates in at least three social activities per month during the fall semester	By September 1, John Miller will begin taking Richard Carter to some activity at least twice a month (e.g., bowling, movie, dining out)	A record of activities kept by Mr. Miller
		By September 15, John Miller will assist Richard Carter in enrolling in a night course at the YMCA	Mr. Miller's completed enrollment card
		By September 30, John Miller and Richard Carter will begin telephoning each other at least once per week	A note from Mr. Miller for Mr. Carter's file on the frequency and quality of their telephone contacts
			A record of Mr. Carter's activities kept by Mr. Miller

INDIVIDUAL PLANNING

Up to now, this chapter has dealt with planning on a program level; it is also desirable for each person, paid or volunteer, who functions with the program to write individual plans as well. A good coordinator can demonstrate a personal belief in and commitment to planning by developing and periodically revising personal goals and plans. A coordinator may have the goal of "using work time more efficiently," for example.

The coordinator should help other staff, advocates, and proteges set goals for themselves, too. A coordinator can make the staff and advocates realize that they have more ability than they thought they had, so that they consistently do better work than they thought they could. Also, the coordinator should help people synthesize their own goals with the CA program's goals. For advocates, the initial interview is an appropriate time to discuss individual goals so that their participation in CA activities can mesh with these personal goals. For example, if an advocate has the goal of "learning about physically disabled people," finding a protege with a physical disability would be appropriate.

Individual planning for and by proteges is also crucial. In fact, such planning is *required* of any CA programs or other programs that are receiving funds through certain federal programs, such as Public Law 95-602, which contains the Developmental Disabilities (DD) Amendments of 1978. Thus, if the CA program is receiving any funds from the state DD Protection and Advocacy (P&A) agency, the staff is legally required to develop and periodically update an individual plan for every protege served. Even if the program is not receiving such funds, developing individual plans for proteges, *with their participation in the planning,* is a must. Individual plans not only give the proteges and their advocates some direction and focus, but also provide for a sense of accomplishment as goals and objectives are reached. After an advocate and protege are matched, the two of them, perhaps with assistance from the coordinator, should jointly establish individual goals and objectives for the protege. For example, a protege may want "to learn about public transportation" or "prepare for getting a job." Proteges, like staff and advocates, should review their plans and formulate new goals as needed, but no less often than annually. An individual plan for a protege may look like the sample provided.

CONCLUSION

This system can be used for planning and evaluating almost any task, either programmatic or individual. The benefits of planning are many, and the process gets easier with experience. Often community agencies or churches have people skilled in priority setting and planning who are willing to help beginning planners such as CA coordinators.

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Evaluation

Evaluation is that part of the planning process which determines if the program has arrived where the staff, board, and volunteers wanted it to go. Planning and evaluation are like two sides of a coin: they are interrelated parts of a total entity, and each is incomplete without the other. Planning is incomplete unless there is some way of knowing whether the plan is working, and evaluation is pointless unless there is some standard by which to determine what is "success" or "failure." Therefore, evaluation should be viewed as an integral part of the planning process rather than as something that is separate or tacked on at the end as an afterthought.

Although many people feel positively about evaluation, some people respond negatively to it. They may remember a poor report card in earlier days or the critical appraisal of their work by a supervisor. Or they may think evaluation requires endless paperwork and mindless gathering of statistics. Or they may feel that time spent on evaluation is time taken away from working with matching and training proteges and advocates—the "real work" of a citizen advocacy (CA) office. CA coordinators need to be aware of these feelings so that they can deal with them if necessary.

Evaluation has many benefits. Evaluation will help justify a program to funding sources, sponsors, other organizations, and the community. It will enable coordinators to tell the board and volunteers what is really happening in the program. It also will serve as a tool for planning. It provides feedback that will help improve the overall program as well as particular program functions, such as recruiting or training. This chapter will outline a simple evaluation method which requires a minimum of paperwork and builds in a way of using the information so that proteges and advocates can be served better. Evaluation should confirm the good parts of a program as well as point to areas that need improvement. It may even reveal some surprises—productive things that had not been noticed previously.

WHAT CA PROGRAMS SHOULD EVALUATE

Very basically, CA program personnel should evaluate whether they are achieving both the strategies and the objectives stated in their plans. The steps outlined in Chapter 8 tell how to formulate goals, objectives, and strategies and combine them into a program plan. Other chapters encourage the development of subplans for certain functions of the program as well, such as board performance (Chapter 4), public awareness (Chapter 10), recruiting (Chapter 11), training (Chapter 14), and follow-along (Chapter 15). Measuring progress on the objectives and strategies in the program plan and subplans is the most likely place for a CA program's evaluation efforts to begin. Sometimes, funding sources may require that certain other kinds of evaluative information be gathered as well.

In many CA programs, the proteges' individual plans are also evaluated. The implementors of these programs feel that it is both appropriate and important to set and evaluate goals and objectives with the protege. This helps the advocate and protege focus their relationship and note the protege's progress and accomplishments. It also suggests when objectives need to be shifted in response to changes in the protege's skills or interests. However, some people consider it inappropriate to evaluate a personal relationship. They feel that this kind of evaluation is not humanistic. They believe that it could interfere with the ability of the protege and advocate to pursue their relationship freely in whatever way promotes the best interests of the protege. The evaluation system presented in this chapter encompasses individual plans. Those implementing CA programs can choose whether to include evaluation of individual matches in their own system according to their particular values and point of view.

This chapter will present a four-step process that can be used to evaluate a plan. The four steps are:

Design a measure
Apply a data-gathering technique to collect the data
Convert the data into useful information
Report the information to the appropriate person(s)

HOW TO DESIGN AN EVALUATION MEASURE

The first step in evaluating program plans or individual plans is to design evaluation measures. A measure compares *planned* performance with *actual* performance in two components of the plan—the strategies and the objectives. An evaluation measure should indicate the amount or status of something that exists at a certain time. It should show whether or not the strategy has been accomplished or the objective has been reached. For example, for the sample *objective* of recruiting five new male advocates by May 1, the evaluation measure can be the number of new male advocates on May 1. This will tell how many new male advocates have been recruited and whether the number is as great as the objective stated. Or for the sample *strategy* of having the coach make a presentation on CA to the boys' service club by April 1, the evaluation measure can be a telephone report from the coach to the CA coordinator stating whether the presentation was made.

A measure should be stated clearly and unambiguously so that everyone who reads it will interpret it in the same way. In the example, the measure is ambiguous. Does it mean males who have simply applied to become advocates, or males who are in pre-match training, or males who are actually matched with a protege? Thus, to avoid ambiguity, the measure can be stated, "the number of new male advocates in pre-match training or matched by May 1."

After evaluation measures are developed, they can be checked according to the following questions.

Do they indicate to what extent a strategy or objective was accomplished?
Are they unambiguous?
Will they yield information that is needed and can be used to improve the program?

USEFUL MEASUREMENT TECHNIQUES

Once the evaluators have decided what they want to know and how to measure it, they will need methods of collecting that information. In the example of recruiting male advocates, the specific measure (number of male advocates recruited by May 1) was easy to develop. And it is also easy simply to count the number of new male advocates recruited in order to determine whether it was more or less than the stated objective of five. In other cases, however, measuring the extent to which objectives have been met is more tricky. How does an evaluator know whether proteges' self-care skills are improving due to advocates' efforts? How does an evaluator determine whether agencies serving proteges are becoming more responsive to their individual needs as a result of the CA program's efforts to improve service delivery? Simple head counts will not do.

However, CA program evaluators should not fall into the trap of measuring only what is easy to measure. They should try to devise an overall evaluation system that will yield the information they really want. Often this system will combine several different measurement approaches, each of which will yield data relevant to one or more objectives of the program. Program evaluators and researchers have long used several basic data-gathering techniques, and each of them is appropriate to certain kinds of information needs. Table 9 lists some techniques that CA coordinators can use to collect data and gives an example of when each technique might be used. It is unlikely that all of them would be used in a single CA program. Moreover, funding sources may have their own tools for gathering data, and may require CA programs to use these tools as part of their evaluation system. The idea is to use whatever combination of approaches will best meet the CA program's information needs while satisfying funding sources—to help judge the progress and effectiveness of the program and to help communicate to others, including funding sources, what the program is and is not doing. The techniques are described briefly below, and some samples are provided.

Documents and Existing Records

Whenever possible, data should be gathered from existing documents and records, either the CA program's or someone else's. Records kept for purposes other than evaluation can be a source of data without additional demands on people's time and energies. Only when the data does not already exist should new data be gathered.

Many types of documents and records can provide evaluative data which a CA program may need. Most of the strategies for the sample objective of recruiting male advocates can be evaluated through correspondence, records, or information reports, for example. Other kinds of documents and records that may yield evaluative data include financial records, annual reports, special reports, minutes of board meetings, legal documents, brochures, or public awareness materials. Useful sources from other agencies may include government statistics, newspaper articles, annual reports, or special reports.

If a CA program is just starting out, the coordinator will need to establish from the start a record-keeping and filing system that will meet the program's needs and become a readily accessible source of evaluative data (see Chapter 6). It will include not only correspondence, minutes, financial records, and the like, but also some of the kinds of data-gathering instruments to be discussed next.

Tally Sheets

When data need to be gathered or recorded, one useful tool is a tally sheet. Tally sheets are especially suitable in recording some situation that is quantifiable and easy to measure numerically. They have the advantage of giving information quickly and can keep many kinds of demographic information current. They are easy to keep up-to-date if everyone in the office is aware that they are being kept and will note pertinent information as it happens. This procedure is more efficient and usually more accurate than going back through the records later and reexamining and recounting information. In the example of recruiting male advocates, data for evaluating the objective can be gathered through a tally sheet of advocate characteristics such as the sample provided.

Table 9
Data-Gathering Techniques

Technique	Example of when it might be used in a CA program
Documents and records	To count the number of matches, using data from advocate-protege files
Tally sheets	To summarize advocate characteristics, protege characteristics, or number of advocates recruited through various techniques
Checklists	To assess the board's functioning
Questionnaires	To survey readers of a CA newsletter
Interviews	To assess the impact of CA on advocates and proteges
Ratings	To assess an applicant's appropriateness for CA
Observation	To evaluate advocate training sessions
Anecdotal records	To record important events in the life of the CA program

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Tally Sheet For Characteristics Of Advocates Recruited In The Year 19 _____

		Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total
Sex	**Male**													
	Female													
Age	**Under 18**													
	18-28													
	29-30													
	31-40													
	41-50													
	Over 50													
Ethnic Background	**White**													
	Black													
	Indian													
	Hispanic													
	Other													
Occupation	**Student**													
	Homemaker													
	Social service worker													
	Professional													
	Business person													
	Skilled tradesperson													
	Retired													
	Other													
Marital status	**Married**													
	Single													
	Divorced													
Total recruited in each month														

Tally Sheet For Characteristics Of Proteges Entering CA Program In The Year 19 ______

		Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total
Sex	Male													
	Female													
Age	Under 18													
	18-28													
	29-30													
	31-40													
	41-50													
	Over 50													
Ethnic Background	White													
	Black													
	Indian													
	Hispanic													
	Other													
Major activity	Student													
	Activity center													
	Workshop													
	Work in the community													
	None													
	Other													
Living arrangements	Family													
	Foster family													
	Independent													
	Group home/halfway house													
	Institution													
	Other													
Functional limitations	Self-care													
	Language													
	Learning													
	Mobility													
	Self-direction													
	Independent living													
	Economic self-sufficiency													
	Other													
Total entering in each month														

Tally sheets also can be used to record protege characteristics (see sample). The time when a match is made is a good opportunity to record both advocate and protege characteristics. Tally sheets are useful in other areas, too, such as recording where volunteers heard about the CA program, thus indicating which recruiting strategies are producing volunteers (see evaluation section of Chapter 11).

Checklists

A checklist is another tool for gathering information. Checklists can be constructed for almost any aspect of the program. They should cover the major activities, criteria, or results expected of a certain program component or function. A checklist tends to highlight expectations and help pinpoint areas in which shortcomings or problems exist. Checklists are used to review activities in progress or assess completed activities. Several checklists were incorporated informally in Chapter 8 for critiquing goals, objectives, strategies, and the overall plan. A checklist for assessing time management is included in Chapter 7. A sample checklist for board evaluation appears below.

Questionnaires

Questionnaires present information in writing or through pictures and then require a written response—a check, a circle, a word, or some sentences. Questionnaires have the advantage of gathering uniform information by asking everyone the same thing. They also permit anonymity and allow the respondent some time to think before responding. The questions need to be designed very carefully to avoid phrasing the question in a way that communicates what response is expected (see the section on phrasing interview questions in Chapter 12). Getting people to complete and return a questionnaire can be difficult. Making the questionnaire as brief and easy to answer as possible will help. Whenever possible, ask the respondent to merely check a box or circle a response rather than write out a narrative response. Also providing a postage paid return envelope will encourage people to return mail questionnaires; however, the return rate still is usually quite small (20% is considered good in many cases). One way to improve the response rate is to distribute a questionnaire at a meeting where most of the respondents are present and give them time to complete the questionnaire and return it before the meeting ends. A sample questionnaire that can be used to survey the readers of a CA newsletter appears below.

Interviews

Interviews involve a face-to-face meeting or telephone conversation between two or more people. In a structured interview, the interviewer asks predetermined questions but is free to pursue interesting responses. As in a questionnaire, questions must be phrased carefully so that the interviewer does not bias the respondent (see the section on interviewing in Chapter 12). Conducting a structured interview is equivalent to administering a questionnaire in person or over the phone. The questionnaire for newsletter evaluation could be the basis for a structured interview, for example. The procedures for conducting an interview with people who volunteer to be advocates and proteges will be described more fully in Chapter 12. Another way CA programs sometimes use interviews is by having the CA staff conduct a telephone interview periodically with each advocate to monitor the progress of the match (e.g., time spent with protege, activities undertaken, progress made).

In an unstructured interview, the interviewer may ask someone to talk about a particular topic using his or her own words. In a CA program, for example, a coordinator may select some advocates and some proteges and ask them to tell about their experiences from time to time. The interviewer then writes down what the person says according to the way the interviewer understands it. Many people believe that this may be the most effective way of understanding what impact CA has on advocates and proteges. However, it must be recognized that this technique may not work well or at all with some proteges whose verbal skills are deficient. With such proteges, observation may be a more useful technique.

Ratings

Ratings by peers, staff, or experts may be another useful way of gathering evaluative information for CA programs. The rater usually is required to circle a number—choosing, for example, from one to five—the point which best represents his or her assessment of the person or activity being rated. A sample rating sheet for evaluating applicants after their personal interviews appears in Chapter 12.

Checklist For Board Evaluation

The following checklist should be reviewed annually by the board officers, the coordinator, and the staff.

	Yes	No	Comment
I. Organization			
A. Organization chart			
1. Does the current organization chart clearly show lines of authority and responsibility for all staff, administration and the governing board?			
2. Is it reviewed annually and revised when necessary?			
B. Governing board			
1. Does the CA program have a designated body legally responsible for its overall organization, management and operation?			
2. Does this board have written bylaws for its governance which include:			
a) duties and responsibilities			
b) terms of office			
c) frequency and notification of meetings			
d) procedure for appointing agency director			
e) method of member selection			
3. Since the board should be representative of the entire community, are nominations solicited from community groups, service providers, consumer groups?			
4. Does the present board include both men and women?			
5. Does its ethnic composition reflect that of the community?			
6. Are the board members given orientation and ongoing information?			
7. Are records kept of board deliberations and actions?			
8. If the agency has an advisory board separate from the governing board, answer questions B:1-6 for the advisory board.			
9. List below the policy and program issues with which the board is directly involved.			
____			
____			
____			
____			
II. Accounting System			
A. Does the accounting system include:			
1. cash journals			
2. check register			
3. accounts payable			
4. accounts receivable			
B. Are receipts and expenditures adequately identified for each grant or contract?			
C. Are expenditures recorded by program and budget categories?			
D. How often are the following statements prepared?			
1. revenue and expenses			
2. assets and liabilities			
3. cash position and projection			
E. How often does an independent accountant conduct an audit of fiscal records?			
F. Does the agency have an adequate source of accounting expertise?			
G. Are there written procedures for fiscal record-keeping?			
H. Are the financial reports periodically submitted to the governing board sufficiently informative to allow the board to exercise fiscal responsibility?			

Observation

Observations require that one or more persons focus their attention on the behavior of a person or group for a given period of time. Usually the observer is given guidelines about what to observe, when, for how long, and how to record the information. An instrument to record this kind of information can be formatted as a questionnaire or tally sheet. Or the observer may be sent into a situation without specific guidelines and simply be asked to write a detailed description of events that occur within the given time period. In CA programs, observation methods can be used to evaluate the advocate training sessions, for example. Or a coordinator can use observation to assess the impact of CA on a protege who has extremely limited verbal skills.

Questionnaire For Newsletter Evaluation

Dear Reader:

In an effort to improve CA News, we are conducting a survey of our readers. Please take a few seconds to complete the postcard questionnaire below. Then clip along the perforated line and drop the card in the mail. The postage is already paid. Thank you.

1. Would you like to see *CA News* continued?
   _______ yes _______ don't care _______ no
2. Which topics in *CA News* interest you? (Check as many as you wish.)
   _______ advocate/protege profiles
   _______ reports on CA program activities
   _______ state news
   _______ national news
   _______ recent research findings
   _______ grant monies available
   _______ activities calendar
3. What is your affiliation with CA?
   _______ protege
   _______ advocate
   _______ board
   _______ staff
   _______ other (specify) ______________________________
4. Do you have any suggestions for future issues? If so, please describe.
   ____
   ____
   ____

As a means of seeing how an advocate and a protege relate, the CA coordinator can make observations of their interaction in an early planning meeting to set goals for the relationship. Does the advocate seem interested in the protege and willing to listen to what the protege has to say? Does the protege seem interested in the advocate or suspicious? What did they talk about, and who led the conversation? Or a coordinator may write down notes based on observing what a prospective advocate did and said in an initial interview. Some of these notes can be based directly on what the candidate said, but others can be based on close observation of other behaviors—nervousness, apparent enthusiasm about the program, signs of discomfort or pity when severely handicapped persons are mentioned, and so on. Close observation of people in real-life situations is one of the best ways we have of coming to understand them.

Anecdotal Records

Anecdotal records are written descriptions of important events (not just amusing events as the word "anecdote" might suggest). In the life of every CA program there are many such events—the protege who was saved from being returned to the institute because the advocate intervened with the halfway house director, the severely handicapped protege whose advocate got him accepted for vocational rehabilitation services, the advocate whose appearance on a TV program resulted in a big jump in inquiries about the program. Other events which are external to the CA program may reflect or influence advocates and proteges, such as city council decisions on new housing projects, changes in transit routes, or the formation of a new service delivery agency. Still other events are not as pleasant, but may be important (for example, the advocate whose temper tantrum caused a group home to stop referring residents to the CA program). Many CA coordinators attempt to maintain a written record of such events. The format for them is like the format for any news story. It should indicate the who, what, when, where, how, and why of the event. CA coordinators and staff are the main collectors of such anecdotal records, but advocates, board members, and others can also be encouraged to write important things down when they happen, or can be asked by CA staff to relate orally important events so that they can then be added to the written file. While anecdotal records are not easily summarized, they are extremely useful. They can help the people within the program learn from mistakes and reuse approaches to crises and other problems that have been effective. The "success stories" also can be used to demonstrate to outsiders what the program is accomplishing. Anecdotal records are typically more persuasive than piles of statistics. Often they are the only way to document the fact that CA programs and advocates sometimes have major impacts on proteges' lives such as preventing a return to an institution.

CONVERTING DATA TO USEFUL INFORMATION

In order for evaluation to be useful, the data must be converted into meaningful information and given to the people who can use it. In the example, the measure was

the number of new male advocates in pre-match training or matched by May 1

The corresponding data might be

three new male advocates were in pre-match training by May 1

Converting the data would result in the information that

this strategy is 60% effective in meeting the objective of recruiting and training five new male advocates by May 1

Analyzing the data in CA plans rarely requires elaborate technology such as computers. Instead it usually involves comparing actual performance with planned performance and drawing conclusions from these comparisons.

The person doing the evaluation needs to make sure that the information gets to the right people at the right time. That is, a feedback loop needs to be built into the evaluation process. At times the coordinator and staff may use the information to make day-to-day operational or administration decisions. At other times the board or one of its committees may need the information in order to make policy decisions. Or funding sources may require evaluative information as an indication of program performance. Also, those involved in developing plans will need evaluative information so they can see what strategies worked and what objectives were achieved. Whoever is conducting the evaluation should consider who could use the information in what ways and get the information to that individual or group in a readily usable form.

Based on the information obtained from an evaluation, several decisions are possible. Those who are analyzing the information may decide to *continue* the objective or strategy because it has been effective. Or they may decide to *expand* it or *revise* it in some other way. Or they may decide to *terminate* it if it simply is not working, is too costly, or has been achieved and does not need to be pursued further (e.g., the objective of making a new group home in the area aware of the CA program).

WHO IS RESPONSIBLE FOR EVALUATION?

Different people may be responsible for different evaluations, but the coordinator has overall responsibility for evaluation in a CA program. The board, for example, may wish to evaluate its functioning periodically by completing a self-assessment checklist or using some other tool. Thus, evaluations of various components or functions of the program may be done by the people responsible for and involved in those functions. The CA coordinator is responsible for evaluation of the overall program plan, however. In most cases, the coordinator will ask other staff or board members to help. Thus, much of the evaluation of the CA program will be internal, done by people from within the organization. Understandably, it is difficult for people who are involved in a program to be completely objective when evaluating it. Self-evaluation, however, is an important and essential part of any good program.

External evaluations also can be conducted, perhaps by staff of other CA programs or by some other outside consultant or by a funding source. External evaluations have the advantage of objectivity since the consultant is not personally involved in the program. However, external evaluations have the disadvantage of cost: generally they are extremely expensive. Most programs believe that it is not necessary to have an outside evaluation frequently: universities, for example, are evaluated by outside accreditation teams about every five years. The CAPE system and AC MRDD standards (described below) can be used either for self-study or can be applied by an external evaluation team. Many CA coordinators have found that coordinators from another CA program make good external evaluators; they have a first-hand understanding of citizen advocacy plus their own experience and perspectives.

WHEN TO EVALUATE

How often and when to evaluate a program plan will depend on the objective or strategy that is being evaluated. Sometimes a short-term strategy and objective will be evaluated as they are completed. Other times a strategy or objective may be evaluated in progress. For example, if it appears that a strategy is not working, evaluating it will help pinpoint the problem areas and suggest revisions before further effort is wasted on implementing a faulty strategy. Some data collection occurs continuously as tally sheets or other kinds of records are kept. If such sheets or records are readily available in the CA office, a quick glance will give anyone the information anytime it is needed.

In evaluating individual plans, the CA coordinator should arrange a session at least yearly in which the advocate and protege assess progress toward objectives. At this time, objectives can be altered or new objectives set in line with the needs and interests of both advocate and protege. Individual plans can be modified and updated anytime in between, if needs and interests change, and advocates can be asked to report accomplishments as they occur.

HOW TO PRESENT EVALUATIVE INFORMATION

Evaluative information usually is presented informally and verbally—a report to the board or a discussion at a planning session. At times the information may need to be presented more formally and in writing. For example, once a year the CA coordinator may pull together all the evaluation information that has been gathered that year into a concise, written report. Copies can be provided to the board at their annual meeting and the information can be used to help set priorities and formulate objectives and strategies for the next year. Besides being a good system for feeding evaluative information back into the planning process, such a written report would help draw together all the bits and pieces of evaluative information that have been gathered during the year and thus provide some sense of the program as a whole. This report is a good source of information for other purposes during the year, such as supplying information to local government officials, funding sources, and potential funding agencies, or developing public awareness materials. A format which has been used in one CA program for a summary evaluative report appears below.

EVALUATING THE TOTAL PROGRAM

A comprehensive approach to program evaluation also includes a periodic assesment of the total program. This means looking beyond specific objectives and strategies and assessing the program on broader levels. Two evaluation methodologies have been developed that can be used for overall evaluation of a CA program. Once a CA program is underway, it may benefit from a comprehensive evaluation every three to four years, using one of these models or some other model. The two models are described below. The resource list at the end of this chapter includes information on where to obtain a copy of each of them.

Citizen Advocacy Program Evaluation (CAPE)

A formal evaluation methodology has recently been designed for evaluating CA offices (not for rating proteges or advocates). Known as Citizen Advocacy Program Evaluation (CAPE), it is intended to be administered by a team of at least three people. It measures a program along 36 ratings. The ratings are clustered into three main categories. First, the adherence to CA principles is measured, including the independence of the program and of the advocates, clarity of staff function, and the approach to handicapped people and their needs. Second, the effectiveness of the CA office is rated, including its recruitment, advocate orientation, matching, follow-along, and ongoing training. Third, the continuity and stability of the program are assessed, including the program's funding base and its use of community resources and leadership. The program receives a score on each of the 36 ratings, according to criteria specified in CAPE. For example, on "advocate orientation," a program can be scored at one of four levels of quality with level 4 being the best. Level 1 indicates that the program has no systematic advocate orientation. Level 2 means that some orientation occurs but it is superficial, irregular, and/or inaccurate. Level 3 means that regular advocate orientation occurs and covers necessary content with only minor weaknesses in content or presentation. Level 4 means that advocate orientation occurs regularly and is effective, accurate, and consistent. The 36 ratings and their configuration within the three CAPE categories are displayed in Table 10.

Standards for Personal Advocacy

The Accreditation Council for Services for Mentally Retarded and Other Developmentally Disabled Persons (AC MRDD) has established standards for personal advocacy agencies. AC MRDD is the body that accredits human service agencies, and it uses the term "personal advocacy" to correspond approximately to the concept of citizen advocacy. Its principles of personal advocacy state that personal advocacy agencies should provide advocates to befriend and help developmentally disabled persons, and that such agencies should have clear written procedures and avoid conflicts of interest. There are 26 specific standards that a personal advocacy program should meet, such as "the agency orients and trains advocates on an ongoing basis"; almost all of them also apply to CA. The standards pertain to program and

Annual Evaluation Report

__________ **CA Program** ____________________
(time period covered)

	Measure	**Data**	**Information**
Goal 1. To recruit more males to become advocates Objective A. To recruit males as advocates, resulting in at least five new male advocates by May 1.	The number of new male advocates in pre-match training or matched by May 1.	Three new male advocates were in pre-match training by May 1.	The strategies were 80% effective in meeting this objective.
Strategy 1. By Feb. 15, Clayton Parker will meet with Coach Thomas to ask him to make a CA presentation.	Memorandum from Parker to Norman describing outcome of meeting.	The meeting was held and Coach Thomas agreed to make a presentation.	This strategy was 100% effective.
Strategy 2.__________			
Strategy 3.__________			
Strategy 4.__________			
Objective B. __________			
Strategy 1.__________			
Strategy 2.__________			
Goal 2. __________			
Objective A. __________			
Strategy 1.__________			
Strategy 2.__________			
Goal 3. __________			
Objective A. __________			
Strategy 1.__________			
Strategy 2.__________			
Objective B. __________			
Strategy 1.__________			
Strategy 2.__________			

SUMMARY STATEMENT: We met our objectives for Goals 2 and 3 but only partially met the objectives for Goal 1, recruiting male advocates. One reason for our limited effectiveness with Goal 1 might be the poor attendance at the boys' club meeting due to unexpected mid-March snowstorm ... (continue to summarize the evaluative information related to each goal and comment on why you were successful or not)

NOTE. Adapted from "Citizen Advocacy Program Self-Evaluation," March 1976, by the Austin (TX) CA Program, and used by permission.

Table 10
CAPE Categories and Ratings

- Adherence to citizen advocacy principles
  - Advocate independence
    - * Unpaid roles
    - * Internal structures to promote advocate loyalty
    - * External structures to promote advocate loyalty
    - * Advocate practice of loyalty
  - Program independence
    - * CA program separation from direct services
    - * Independent CA office location
    - * Independence of funding sources
  - Clarity of staff functions
    - * Focus of staff role definition
    - * Staff independence of other advocacy forms
    - * Board and staff ties to the CA movement
  - Protege characteristics
    - * Protege age
    - * Protege capacity for relationship reciprocity
    - * Protege need for spokesmanship
    - * Protege need for long-term relationships
  - Advocacy roles
    - * Diversity of roles
    - * Balance of relationships
    - * Availability of crisis advocates
    - * Involvement of youth advocates
    - * Avoiding social overprotection
    - * Positive interpretations of handicapped people
- CA office effectiveness
  - * Protege recruitment
  - * Advocate recruitment
  - * Advocate orientation
  - * Advocate-protege matching
  - * Follow-up and support to relationships
  - * Ongoing training
  - * Advocate associate emphasis
  - * Balance of key CA office activities
  - * Encouragement of advocate involvement with voluntary associations
  - * Sufficiency of CA office staff
- Program continuity and stability
  - Community leadership involvement
    - * Feasibility of governance and guidance structures
    - * Compositon of governance and guidance bodies
    - * Level of leadership involvement
  - Funding related issues
    - * Long-term funding potential
    - * Local funding participation
    - * Program legitimization

* Factors to be rated

NOTE. Adapted from *CAPE: Standards for Citizen Advocacy Program Evaluation (Test Ed.)*, by J. O'Brien and W. Wolfensberger, (Toronto, Ontario: Canadian Association for the Mentally Retarded, 1979) pp. 45-46, and used by permission.

advocate independence, program policies, program functions (such as recruitment, orientation, matching, follow-along, evaluation, and public awareness), individual planning with proteges, and advocate activities. A program is rated on each standard according to the program's degree of compliance. The standards appear in Table 11. Although advocacy programs are not required to be accredited, they can benefit by reviewing their programs periodically according to these standards.

PUTTING IT ALL TOGETHER

So that all the possibilities suggested in this chapter do not seem overwhelming and unrelated, let us suggest what an overall evaluation system might look like. It starts with written plans, as discussed in Chapter 8, for the program as a whole and for each individual protege. These plans indicate specifically how each objective or strategy has been achieved. The data required by these measures are gathered through whatever measurement techniques have been selected as most appropriate. Once the data are gathered, they must be converted into useful information and presented to those people who can use the information to improve program quality so that proteges will be served better. Many programs summarize their evaluation data and information in a written annual report, which is used by those who are developing the next year's program plan.

The most important source of data will be an efficient record-keeping system in the CA office. This system should be designed from the start so that it includes the kinds of information that are needed for program evaluation. The basic elements of the record-keeping system would be an alphabetical file on program activities, a chronological correspondence file, and an alphabetical file on protege-advocate matches. Chapter 6 describes specifically what kinds of information should be included in this record-keeping system.

Some CA program evaluators may wish to elaborate on this "stripped-down" model by collecting additional data periodically. For example, instead of measuring protege progress only by determining whether or not objectives for a protege have been met, the evaluator may want to use a checklist or rating form measuring

Table 11

Standards for Personal Advocacy Agencies

The administration of personal advocacy services is vested in an organizational structure that minimizes conflicts of interest.

Advocates who are independent of the agency providing direct services are available when needed by the individuals served.

The agency has written policies and procedures concerning personal advocacy services.

The agency:

- identifies individuals who need or want personal advocates;
- provides the individual and, when appropriate, the individual's family with orientation in advocacy services;
- recruits and selects advocates, and assesses the ability of each candidate to perform competently as an advocate;
- matches the individual and the advocate in a beneficial relationship;
- orients and trains advocates on an ongoing basis;
- provides practical assistance to personal advocates, including assistance in acquiring the legal and professional services that they or the individuals for whom they advocate may need;
- prevents advocates from assuming legal roles, such as guardian, adoptive parent, or trustee, for the individuals for whom they advocate;
- evaluates the performance of each advocate at least quarterly;
- terminates advocacy service at the request of either the advocate or the individual;
- evaluates the adequacy and effectiveness of the personal advocacy services program when indicated, but at least semi-annually;
- solicits feedback to determine any need for expansion or modification of personal advocacy services;
- publicizes the personal advocacy program to consumers, interested citizens, and cooperating agencies; and
- provides material for use in orienting and training personal advocates and the individuals for whom they advocate.

With proper authorization, the personal advocate monitors the individual's program plan. The advocate is known:

- to the person(s) responsible for coordinating the individual's program plan, and
- to the individual's protective services worker.

In accordance with the needs of the individual, the personal advocate provides supportive social activities. These activities include, but are not necessarily limited to:

- providing companionship in activities of daily living;
- providing assistance in solving problems of daily living;
- supplying missing or needed affective relationships, as parent or sibling substitute, or as friend;
- working to increase the individual's competency and independence;
- helping to obtain needed services; and
- challenging agency practices that appear to discriminate against the individual.

NOTE. Reprinted from *Standards for Services for Developmentally Disabled Individuals* (Chicago: Joint Commission on Accreditation of Hospitals, 1978), pp. 67-68, by permission of the publisher.

adaptive behavior and community adjustment skills once a year to obtain a broader picture of the areas in which skills have improved. Or telephone interviews can be conducted with agency and facility representatives every year or two to assess their familiarity with and opinions regarding the CA program. Or an external team can be asked to evaluate the program as a whole every few years. Usually these kinds of efforts take place once the program is well established; they grow out of a desire to determine fully what is being accomplished and how the program can be improved.

The recommendation that the evaluation system be kept simple still bears repeating, however. Because CA programs rely on volunteers, this is especially true. Advocates become advocates because they want to help disabled people, not to be burdened with paperwork. The demands that can be placed on a paid employee cannot be placed on volunteers. It is often difficult to get advocates to do even what appear to be simple recording tasks such as turning in a record of the number of hours they spent working with or on behalf of their proteges during the month. The CA coordinator, during orientation, needs to stress the importance of setting goals and objectives and attempting to monitor the progress that is made. For the most part, however, the CA staff should take on most of the burden for data-gathering. One simple and effective technique is a periodic telephone interview with each advocate covering such topics as amount of time spent with the protege, major activities undertaken, evidence of progress, and status of the relationship. Such a technique, because it puts the burden of summarizing and writing on the CA staff, is likely to be more effective than forms and questionnaires to be completed by advocates themselves, and can potentially be done by the CA secretary. Basically, then, a CA program should look for the simplest techniques that will give the information needed to evaluate the program as a whole and the progress of the individuals served.

CONCLUSION

This chapter has presented a simple method for evaluation which will guide CA coordinators who have little or no background in evaluative research. The methods discussed are not elaborate, and some of them might not be considered formal evaluative research.

Program evaluation is a field of its own, and coordinators with more expertise or time to spend on evaluation can develop elaborate methodologies using statistical procedures, computers, or other forms of technology. No matter how simple or how elaborate an evaluation system is, however, it will fit naturally into a CA program. In fact, the program cannot function effectively without it. Evaluation is an ongoing process, not a periodic activity. It provides information which can help strengthen a program and should have a permanent place in every CA program.

RESOURCES

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Allan, C. (Proj. Dir.), & Jackson, K. (Ed.). *Self-evaluation handbook for voluntary action centers.* Washington, DC: National Center for Voluntary Action, 1976. (The National Center for Citizen Involvement, 1214 Sixteenth Street, NW, Washington, DC 20036)

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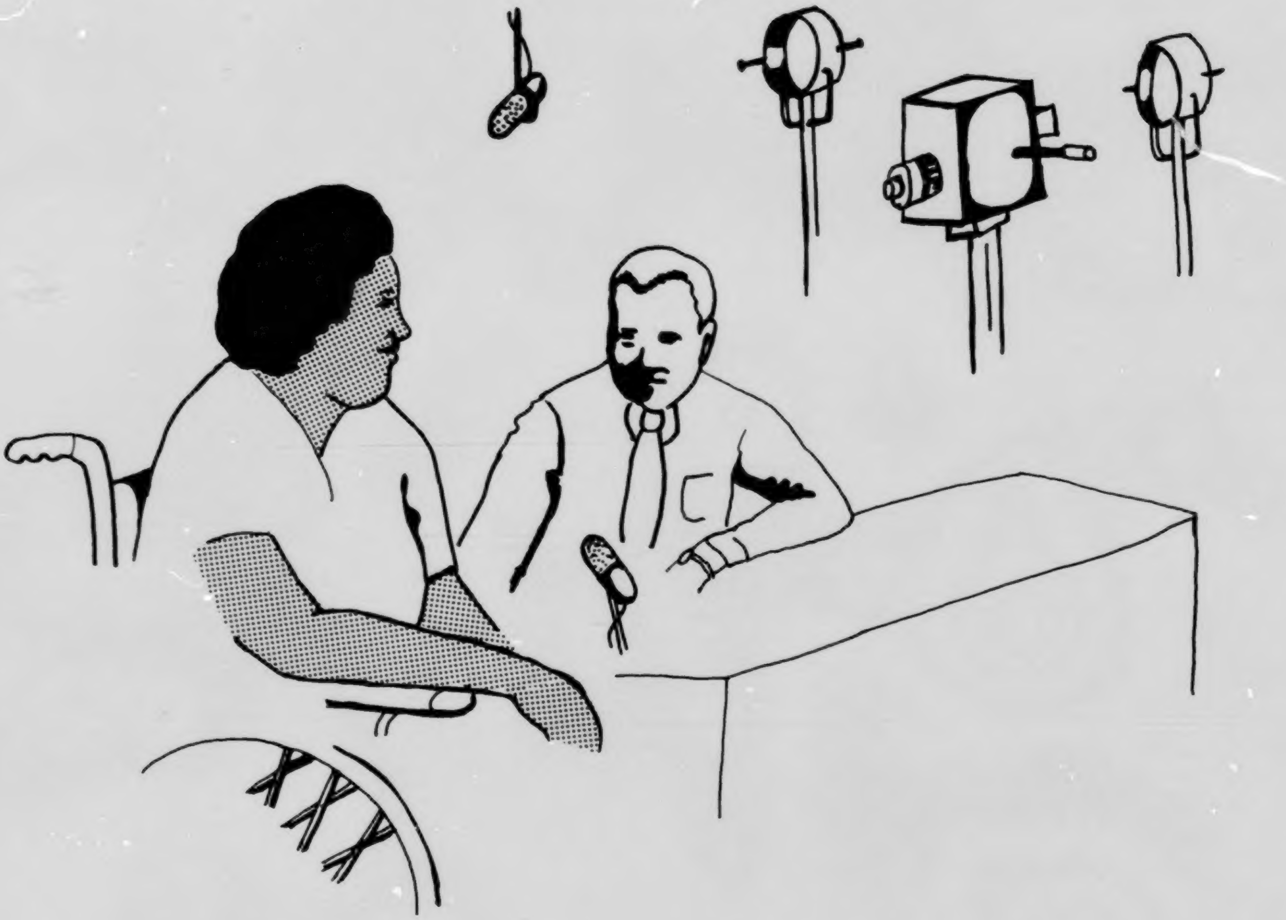
Public Awareness



Although various citizen advocacy (CA) programs may serve different types of proteges or operate in different settings, all CA programs are local programs and need a strong base of community support in order to endure and flourish. Without community support, a CA program will fail. Basic to building this essential community support is an effective public awareness program. It is crucial for every CA organization to plan and implement an ongoing program to generate awareness of and support for CA in the community. During the feasibility study, a start was made when the study committee visited community leaders, agency personnel, and consumer groups. Now it is time to build on this beginning with a planned, targeted public awareness effort.

Some CA programs may wonder, with their limited funds, how they can afford to get involved in public awareness. The fact is that no program can afford to do without it. Since cost is a legitimate and ever-present concern for CA coordinators, this chapter emphasizes free or low-cost techniques that CA coordinators have found to be effective.

GETTING STARTED

A public awareness program is a planned, ongoing program of action. The first steps in initiating a successful public awareness program are to establish goals and then form a committee to work toward them. The board in conjunction with the CA coordinator should establish public awareness goals which are consistent with the CA program's overall goals. A CA program may have public awareness goals such as:

To inform the community about the CA concept and program

To inform the community about the potentials, needs, and rights of disabled citizens

To establish a rapport with groups and individuals in the community when support is important to the CA program

To enlist volunteer participation and financial support

A CA program may let one of its standing committees (see Chapter 4) function as the public awareness committee, or it may form a new ad hoc committee for this purpose. In either case, the committee should be composed of people who are prepared to work hard and not merely people who hold important positions or represent some section of society. It is far better to form a small working group than a large advisory one. For example, too frequently TV executives are sought solely in the hope that they will provide free TV air time. This strategy may be inappropriate. Media people, such as newspaper reporters or radio or TV station managers, are good committee members *if* they are willing to be active, working members. Their knowledge of the media's requirements and perspectives can be valuable. Likewise, people with expertise in advertising, journalism, or public relations can share useful knowledge and skills. At least one disabled person should be on the committee as well.

Committee members should be selected who can help carry out the following functions:

a. Plan a year-round program including
   objectives
   strategies (including target audiences, timetable, budget)
   evaluation measures
b. Determine through surveys, when appropriate, how the community perceives the CA organization and its goals
c. Recommend the strategies that will be used to implement each objective
d. Help in the implementation of strategies either
   Directly—by involvement in public awareness activities and occasionally providing technical support in the production of print and audiovisual materials
   Indirectly—by helping recruit and select writers, graphic artists, filmmakers, celebrities, etc., for the preparation of materials

Other qualifications for committee members include a sound knowledge of the CA program and its aims. Finally, the members need to be able to recognize other people's interests and values and to perceive how others view the CA program.

PUBLIC AWARENESS GUIDELINES

Several general guidelines apply regardless of the committee's particular objectives and strategies. The first step in any public awareness strategy is to select a specific audience—such as teachers, students, parents, doctors, DD agency personnel, lawyers, legislators, employers—and then aim a message to them. There is no "general public." Rather, there are a variety of publics defined by combinations of factors such as income, interests, profession, and geographical location. Further, working through influential members of the audience, or "opinion leaders," can help the CA program reach and gain the support of the group. This approach is clearly contrary to the "shotgun" approach of blanketing all media with the same messages in an effort to reach as many people as possible. A shotgun approach will not have nearly as much impact as a carefully planned message delivered to a specific audience. Public awareness committees should be sharpshooters, not shotguns. The narrower the audience, the more finely the message can be tuned. Mass media efforts should be used to complement specific, targeted public awareness activities and not as the core of a public awareness program.

Second, personal contact is more effective than impersonal communication networks, and the best public awareness will come from word-of-mouth communication of advocates, proteges, or board members. This may occur in face-to-face discussions, speeches, questions and answers with groups, conventions, telephone calls, or letters. Other channels (newspaper, radio, television) can supplement personal efforts. Even when these other channels are used, however, volunteers should remain in the spotlight as much as possible.

Third, messages should be designed and timed carefully. If a person's interest is not immediately stimulated by a message, the

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person will ignore it and proceed to other information that attracts attention and interest. A message must have an appropriate theme, appeal, tone, and content to suit the intended audience. Also, when two or more channels are used to reach an audience, all the messages should be tied together. For example, an identifying logo should appear not only on the CA program stationery but also on any brochures or television announcements about the program.

Finally, many resources are available. Board members may serve on a speakers' bureau or supply technical expertise. Businesses often will donate materials and services. Involving other people not only provides needed expertise but also stimulates their understanding and interest in the CA program, thereby serving a public awareness function in itself. All who assist should be thanked both personally and in writing; besides being an everyday courtesy, this builds goodwill for the CA program.

SELECTING A STRATEGY

The biggest single problem that citizen groups working in public awareness encounter is selecting a strategy before they select an objective. For instance, the tendency to print a brochure and a newsletter regardless of objectives and without regard to distribution is very strong. The essential first step of good public awareness is planning—identifying and analyzing a problem, identifying a specific audience relevant to the problem, and designing a message for that audience. A range of tools is available for solving specific problems, and the remainder of this chapter describes some of those tools. However, they should be used only after the problems are identified and analyzed. Strategies should be selected to meet specific objectives which have been presented in the committee's public awareness plan. *It is impossible to overstate this point,* and public awareness committees need to constantly remind themselves to adhere to it.

Once the committee has completed its goals and objectives and is ready to select a strategy, a number of low-cost tools can be used effectively. The approach of starting small which has been recommended elsewhere in this manual is again desirable for public awareness efforts. The committee should select a few strategies and implement them well. Most likely, the best beginning strategies for most programs will be making personal contact, establishing a speakers' bureau, and doing one or two media items such as producing a news release or making a TV talk show appearance.

FACE-TO-FACE CONTACT

Face-to-face communication is the meat of most good public awareness activities. This is especially true when dollars are few but human energy is plentiful. One reason that face-to-face communication is so effective is that the two people involved are aware of each other's nonverbal cues, such as voice inflections, facial expressions, and body language. They are close enough together so that each can sense what the other is feeling but not saying. They can better judge each other's sincerity, defensiveness, boredom, fear, or distraction. Also, they generally have each other's complete attention and can give each other instant feedback. Messages can be tailored not just for a specific audience but for a certain individual. The message can be adapted to address the other person's doubts, questions, and hesitancies. The speaker's mere presence adds influence to the actual information presented. For all these reasons, there is no substitute for direct personal discussion to achieve understanding. All other forms of communication are substitutes and compromises.

Every person associated with the CA program can be an effective spokesperson for it. This includes advocates, proteges, board members, and staff members. The CA coordinator and the public awareness committee should make all these people aware of their ability to influence and inform others about the CA program. Everyone must be well informed about the CA concept and program. All these people should be encouraged to talk about CA whenever an opportunity presents itself. These can be discussions with their families, friends, neighbors, or other acquaintances. They should use interesting stories and examples to demonstrate what the CA program has meant to them as well as to the community. They should listen carefully to the other person's comments and questions and pay attention to nonverbal cues. They should try to make the discussion as relevant as possible to the other person's interests and perspectives.

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The public awareness committee can emphasize face-to-face contact by planning some event to facilitate it. For instance, advocates may be invited to attend a social event and bring a friend. Or board members may be invited to bring someone to a brunch or coffee. Or each advocate could be challenged to recruit a new advocate by a certain date. Activities such as these provide an impetus for personal contact and information sharing.

SPEAKERS' BUREAU

Many CA coordinators have found that public speaking engagements are another very effective approach for building support for a CA program. Like face-to-face discussions, public speaking also is a personal communication approach, with the advantages of peer influence, prompt feedback, and interaction with the listeners.

Potential audiences include student organizations, religious groups, community service organizations, retired citizens groups, and special interest groups. The advantages of using some of these groups will be discussed in Chapter 11. Which groups should be addressed depends on the CA program's objectives for public awareness. Arrangements for speaking engagements should be made through personal contact. Advocates, proteges, staff, and board members can arrange for the CA program to provide a speaker at meetings of organizations to which they belong. Other groups can be contacted through a letter to their presidents; spring is a good time to write since most groups elect new officers and plan their year's programs then.

Who should speak and what to say depends somewhat on the audience. Try to find four or five well-qualified people who are willing to give speeches to various audiences. If possible, these should be people with first-hand CA experience—advocates, proteges, or families of proteges—who can relate personal experiences and anecdotes as well as general information. Board members often are excellent speakers. Respected citizens also can be very effective. In general, the more the speaker has in common with the audience, the more credibility the speaker will have. Thus, a young person should address a youth group and an adult should address a retired citizen's group. Another way of building credibility is to have an influential opinion leader from the group introduce the speaker and verbally endorse the CA program and the importance of citizen advocates.

The speakers must be fully informed about the CA program. This requires orientation sessions when they first become speakers and reorientation as the program evolves and activities change. A useful practice is to have experienced speakers orient new ones. Speakers should practice responding to commonly asked questions, such as those listed in Chapter 2.

The presentation should be planned according to the audience. For example, students may like to hear that being a citizen advocate can be a useful learning experience, particularly if they plan a career in developmental disabilities or some related field. Some service clubs and volunteer organizations are looking for service opportunities while others promote volunteerism for change. CA can offer both types of volunteer opportunities. Speakers should find out ahead of time what the group's orientation is and, as much as possible, direct the presentation toward the audience's perspectives and interests.

The speaker should assume that the audience knows nothing about CA, since this is almost certain to be true of at least some members of the audience. Tell them the basic facts: what CA is, where its funds come from, and so forth. Anecdotes can be used to make points in a warm and interesting way.

Audiovisual aids, such as films or slide shows, are good supplements (see the list of suggested resources for orientation in Appendix A). If time and logistics permit, including a tour of a facility where disabled people live, or work, can be very effective (see Chapter 11). The speaker should be informative and positive, and point out all the ways the group can help the CA program—through volunteering to become advocates, donating money, planning a special event, incorporating a disabled person into their group, or talking to their friends about CA. The speaker should be enthusiastic, and invite the audience to volunteer. (The speaker should not try to make them feel guilty or imply that they *should* volunteer.) Copies of the program's fact sheet or brochure (which includes the program's name and phone number) can be distributed, along with application forms (see Chapter 11). The speaker should collect completed forms before leaving and give them to the coordinator to follow up in a day or so with a phone call and interview.

FREE MEDIA PUBLICITY

Media publicity can supplement personal communication approaches. There are several free forms of media publicity, including news releases, feature stories, radio and television talk shows, and public service announcements. In addition to face-to-face discussions and speaking engagements, selecting one or two of these free media channels is a good place to begin public awareness work. The choice of which one or two media approaches to use will depend on what objectives were set by the public awareness committee and what audience they are trying to reach. Free media channels are good to use when they are appropriate, not just because they are free. There is a natural limit to the number of times a CA program can use free outlets, and these chips should be spent only with a clear objective, audience, and message in mind.

The three types of media—newspapers, radio, and television—have various advantages and limitations. Newspapers have a sense of immediacy. They have local emphasis and generally reach large numbers of people, including ethnic groups. However, there is much competition for attention in newspapers, and stories can get buried and be overlooked. Radio reaches a tremendous proportion of the population (98% of all homes have at least one radio), and certain stations or times of day reach special target audiences. Also, radio is flexible and mobile. The absence of pictures and overabundance of stations are drawbacks of radio, as well as the brevity and perishability of the message. Also, because of the intrusive nature of radio, people sometimes tune out messages. Television combines sight and sound to create a superior impact and personal appeal. It can be selective or appeal to a broad audience, and it is flexible geographically. Television messages are very short and fleeting, though, and it is usually harder to get an item on television than on the radio or in the newspaper. Thus, each media channel has its advantages and shortcomings. There may be additional advantages locally to one of the media. For example, if the local television station has a popular interview program, this can be a resource for the CA program.

News Releases

News releases are used to communicate information that is newsworthy and interesting to most of the readers or viewers. Sometimes newsworthy information can be created by giving an award, conducting a study and issuing a report, or conducting a survey. Releases can be submitted to newspapers and television and radio stations.

Five points should be included in a news release: who, what, when, where, and why. If possible, a sixth, how, also should be included. All these points should be in the first sentence or two, which is called the "lead." A good lead captures the attention of a reader or listener and makes the person want to know more about the activity to be described.

The details of the story follow. Each succeeding paragraph should be of declining importance. Professionals call this writing technique the "inverted pyramid." Then, if the editor does not have space or time to use the whole release, it can be cut from the bottom where the least important details are given.

Short words, short sentences, and short paragraphs should be used. Two sentences make a good paragraph in a news release. Simple, everyday words should be used.

Every point must be accurate. Exact dates should be given: "June 10," not "next Thursday" or "October," not "next month." The address as well as the name of a meeting place should be stated. Never guess on any facts—especially names.

The release should be brief, not longer than a page or two. It should be double-spaced on 8½x11 inch paper using one side only. The typing should begin about halfway down on the first page. The editor will write a headline. In the upper left corner, the person submitting the release should type his or her name, address, and phone number. At the bottom of page 1, type "more" and at the end of the release, type the symbol "###" (see the sample news release). Wide margins should be used, leaving plenty of space for the editor to mark on the release. Words should not be hyphenated.

Finally, the person preparing the release should ask, "If I were not a member of my organization, would this news interest me?" If the answer is no, tear it up.

Features

If a CA program has a special event coming up or material for a human interest story, it is possible that a reporter may write a feature article on it for a newspaper, or even for a magazine. The CA coordinator should call his or her contact person at the newspaper and

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Sample News Release

Central Citizen Advocacy Program
Mark Norman, Coordinator
100 Main Street
Central, Maine

Phone: 257-2831

FOR IMMEDIATE RELEASE

CENTRAL, ME — The Central Citizen Advocacy Program will hold a handicapped simulation workshop at The Well on Central University Campus on Tuesday, April 10, from 2 to 4 p.m.

Mark Norman, coordinator of the CA program, has announced that all university students are invited to attend.

Participants will be invited to find out what it's like to be handicapped through simulation activities. A wheelchair obstacle course will be of particular interest.

Mr. Norman reported that the CA program offers volunteers an opportunity to form a one-to-one relationship with a handicapped person. "The number of

- more -

Central Citizen Advocacy Program
Page Two

volunteers working with us has more than doubled in the last two years," he said. Any student interested in working with a handicapped person is eligible to apply to become a volunteer.

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indicate the nature of the story. If the reporter thinks the event is newsworthy, a story will probably be written. When talking to reporters, the coordinator should give them an angle or approach for the story. For example, a story on handicapped children and water activities can be written in early June when swimming is a popular activity. An anniversary of the CA program's operation is a good time for a story about CA activities. CA coordinators should call reporters only if the story will interest a majority of the readers. A coordinator can quickly lose credibility with the media by calling them constantly with dull information.

Radio and Television Public Service Announcements (PSAs)

Radio and television station license renewals require that stations operate in the public interest; thus they must provide some public service time. CA programs, like other nonprofit organizations which are devoted to improving the community, are eligible for PSAs. Stations usually get more requests than they can use. Materials that contain timely information and are prepared correctly are selected for use. Messages which announce an event (come to the benefit basketball game on November 12), remind the audience to do something (volunteer to become an advocate), or offer a service (disabled persons, to get help or just a friend, call 257-2831) are generally suitable for PSAs. The station decides if and when to air a PSA.

Different stations have various deadlines for submitting PSAs; usually a PSA needs to be submitted two or three weeks in advance. Also, some stations want only written copy and will do their own production; others require the ones submitting to prepare their own tapes and slides along with the written copy.

Generally, it is easier to place a PSA on radio than on television. Radio stations often prefer localized messages that are geared to a specific time period. PSAs for radio usually are either 10, 20, 30, or 60 seconds in length. Thirty seconds is the most common length. To write a 30-second spot, set the typewriter margins for a 65-space line. A 30-second spot will require about eight typed lines of this length, or approximately 75 words, to be delivered at a moderate pace. The other spots, in the order most frequently used, are 60 seconds (150 words), 10 seconds (25 words), and 20 seconds (50 words).

The copy should never start with a question; this is a poor way of introducing the topic. If using a phone number or address, it should appear twice in the copy so that the audience will hear it enough to remember it.

Sample Radio PSA

From: Mark Norman, Coordinator
Central Citizen Advocacy Program
100 Main Street
Central, Maine
257-2831

For continuous use

VOLUNTEERS FOR DISABLED PEOPLE

Time: 30 seconds
Words: 67

Maybe you feel at the end of a day that somehow you didn't accomplish much. But there is something you can do—volunteer your friendship, your skills, your time. You may not change the world but you may change a handicapped person's life. Call the Citizen Advocacy Program at 257-2831. You'll never know how much good you can do until you try. Call us today at 257-2831.

NOTE: Adapted from *Telling Your Story: Ideas for Local Publicity*, by K.W. Jackson, Ed. (Washington, DC: National Center for Voluntary Action, 1976), p. 7, and used by permission.

Broadcast information is delivered orally, so it must be easy to read. Short, simple sentences are best, with the subject and verb in clear, direct relationship. The sentences should be no longer than 20 words. Long, complex structures should be avoided; listeners should not be required to sort things out in their heads. The coordinator should practice reading it aloud before sending it to the station.

The copy should be typed triple-spaced on one side only of 8½ x 11 inch paper. The name, address, and phone number of the person to contact for more information are needed at the top. The subject of the PSA should be stated at the top center. The starting and ending dates for using the spot should be given. The time of the spot and the number of words should be given. Abbreviations or hyphenations are not acceptable (see the sample radio PSA).

Stations usually rewrite material to fit their requirements of time, style, or format. CA coordinators need not be surprised or offended by rewrites. But they should not hesitate to ask for changes if the edited version is wrong in any way.

The same principles apply to television as to radio. Some stations will make slides from photographs; others require that slides be submitted. Television has a horizontal not a vertical format, and pictures for television should, too. If any visuals for television include writing, it must be in the "title safe" area of the screen. Slides should show people and action as much as possible. Whenever a slide shows a person, however, a signed release must be obtained from the person granting permission to use the picture. Slides should be glass mounted; the mounts can be purchased at any photographic store. Slides or photographs can be protected in the mail by taping each one between two pieces of cardboard.

Copy for television is slightly slower than for radio: 20 words for 10 seconds; 30 words for 15 seconds; 40 words for 20 seconds; 60 words for 30 seconds; and 125 words for 60 seconds. One slide per 10 seconds is a good pace. For television PSAs, a slightly shortened version of a radio PSA can be used. It is typed the same as a radio spot, except the paper is divided into two columns. The left side is for VIDEO—what the camera will view—and the right side for AUDIO—the words to be said during each camera shot (see the sample television PSA).

An addressed, stamped postcard can be included on which the public service director can respond about the use of the material and its quality. If the item does not get on the air, it is a waste of time to complain. Pressures of

Sample Television PSA

From: Mark Norman, Coordinator
Central Citizen Advocacy Program
100 Main Street
Central, Maine
257-2831

For continuous use

VOLUNTEERS FOR DISABLED PEOPLE

Time: 30 seconds

Words: 60

VIDEO	AUDIO
Slide No. ___________ student (droopy posture, slumped shoulders) carrying books walking into dormitory	ANNOUNCER: Maybe you feel at the end of a day that you didn't accomplish much. But there is something you can do — volunteer your friendship, your skills, your time. You may not change the world, but you may change a handicapped person's life. Call the Citizen Advocacy Program at 257-2831. You'll never know how much good you can do until you try.
Slide No. ___________ advocate with blind protege entering bank	
Slide No. ___________ citizen advocacy office exterior (with phone number and logo)	

(NOTE: The blank following "Slide No." is for the station to insert its own identifying number for each slide.)

NOTE. Adapted from *Telling Your Story: Ideas for Local Publicity*, by K.W. Jackson, Ed. (Washington, DC: National Center for Voluntary Action, 1976), p. 7, and used by permission.

news and other commitments often upset even the most carefully laid programming plans. Try again later.

Interview Shows

Local radio and television stations usually have talk shows that feature community activities, programs, and personalities. CA coordinators can work with station managers or the interview show host or hostess on the possibility of featuring the CA program on a talk show. Advocates and proteges who will be comfortable on television or radio should appear. This is an excellent form of credible, free exposure, and it allows an expert on the subject to give in-depth information about it.

Working with Media People

Since the four cost-free strategies which can readily supplement face-to-face contact and a speakers' bureau all involve working through various media—newspapers, radio, or television—CA coordinators need to know how to relate to media people effectively. To begin with, just because a CA program does good things for people, it does not have an automatic right to free newspaper space and air time. Media people use their own discretion as to when and where messages will be used, and messages must be newsworthy if they are to be used at all.

Second, the CA coordinator or other CA staff must establish personal contact with media people. If a media person is on the public awareness committee, that person can suggest how to approach other media officials. One staff person should be designated as being responsible for working with all the media representatives on a day-to-day basis, submitting items and responding to inquiries. The staff person should have an initial brief meeting with each media representative to describe the CA program and goals, request guidance on how to achieve better public understanding and support, and learn about that organization's policies and procedures. Preparing a media list will help organize this information; be sure to include:

a. The names of all radio stations, television stations, and newspapers the CA program will be dealing with
b. The addresses and phone numbers of each
c. The name and title of a contact person at each media office

An absolute imperative for maintaining good media relationships is quick, efficient, courteous responses to inquiries. Media people are very busy and must constantly meet short deadlines. A CA program needs the media more than the media need the CA program. Therefore, the CA staff must answer media people's inquiries as quickly, honestly, and fully as possible. The continuing success of a public awareness program will rest on the solidity of the day-to-day relationships between the CA staff and the media representatives. Openness, mutual respect for each other's competence, and honesty are the keys to sound working relationships with the media.

Third, once the CA program opens its doors to the communications media, they must remain open. If they are shut at a time of crisis or inconvenience, it will be very difficult to get any media response again. The personal rights of individuals and groups must be protected, but these rights must be reconciled with the public's right to know. Media people generally respect the need to withhold names or other information that may harm individuals or groups, provided they are convinced of the authenticity of the problem.

Media people of all types can be a resource to a CA program in many ways. Popular local celebrities (newscasters, disc jockeys, talk show hosts) may be willing to narrate a slide-tape show or make an occasional public appearance on the CA program's behalf. Studio engineers may be willing to make television and radio resources available for recording tapes for PSAs. Printers, art studio workers, and outdoor advertising plant operators can provide critical expertise and access to needed resources; they can advise on designing stationery, brochures, and other materials. Reporters, columnists, family news editors, and feature writers can advise on news releases, articles, and PSAs. Many media people belong to professional organizations, such as the Public Relations Society of America or advertising clubs. If there are chapters of these organizations in the community or at a nearby college, they may be willing to work with the CA program as well.

Finally, a sense of humor and a positive outlook will help maintain good media relations. Appreciation for good coverage should be expressed through a note to the reporter's or broadcaster's boss. Complaints, on the other hand, should be discussed with the person directly concerned. Reporters should never be asked to kill a story. Even if it serves the immediate purpose, this will create a breach of confidence that will be hard to undo.

PAID MEDIA PUBLICITY

The media offer other forms of communication which are not free. An advantage of paid communication is that the person submitting the item is assured that the message will be delivered in the space or time desired. The cost of these strategies ranges from low to very expensive. If the cost is prohibitive for a CA program, businesses, prominent people, or organizations may be willing to purchase media space or time for the program. Or media people may even be willing to donate space or time if the CA staff members have established sound working relationships with them.

Advertising

Many CA programs occasionally run an advertisement in the newspaper. Unlike most advertisements, which involve a commercial activity, the purpose of CA ads usually is to recruit volunteers for the program. The advantage of running a paid advertisement is that the program staff can specify when and where the ad will be printed.

The objective of an ad is to catch the reader's attention and keep it long enough to convey information. The ad should tell the reader what to do about a situation and how to do it. For example, it may give a phone number to call for more information.

An ad contains three elements: a headline, a picture or graphic, and the copy. The three elements need to reinforce each other and illustrate the same message. Simple, direct messages are best; complicated ads usually are ignored. Letting someone respond to an ad before submitting it will help gauge how readers will respond, and revisions can be made if necessary before submission.

Newspaper space can be bought in a number of ways, such as daily, weekly, every other day, or once a month. Ads in a citywide newspaper will probably be seen by many people. If specific groups are being sought, such as college students, placing an ad in the college newspaper may be worthwhile. Ads in suburban and rural weeklies and weekly "shopper" newspapers are inexpensive and, although not mass circulated, they are thoroughly read. Magazines or professional journals are also good for reaching specific audiences, such as employers, doctors, or housewives. Although costs vary widely, magazine space is generally much more expensive than newspaper space. In any publication, the smaller the ad, the less expensive it will be.

The advertising manager of a newspaper or magazine has information about rates and deadlines for submission of ads. To submit an ad, draw a sample format of the actual size desired indicating how the headline, copy, and graphic should be positioned (see the sample newspaper advertisement). The copy should be typed separately, and the graphic or photograph attached. Photographs should be sharp, black and white glossy prints; however, they need not be actual size. Using the logo that appears on the CA stationery and other materials may help people recognize and identify the program. A volunteer media expert can advise on type style and size, help design the ad, and select a graphic or photograph.

Other Forms of Publicity

The media can be used in a variety of other ways. The list below is intended to stimulate thinking about some available alternatives. More specific information on how to implement some of these strategies can be found in the resources listed at the end of this chapter. Any of these should be used only when they help to achieve a clearly stated objective. Some possibilities include:

a. Film showings—an educational television station or public library may be willing to show a film about CA, perhaps followed by a panel discussion or call-in period
b. Classified advertisements in the newspaper—these are relatively low cost
c. Neighborhood papers—getting a feature story or news item into a neighborhood paper may be easier than getting an item into a city's daily paper
d. Local magazines—cities sometimes have a local magazine featuring human interest stories, entertainment places, and restaurants in the area and the publisher may be interested in interviewing an advocate or writing a story on the CA program
f. Piggy-back advertising—a grocery story or other business might donate a 1" x 1" corner blurb on CA in its full-page newspaper advertisement

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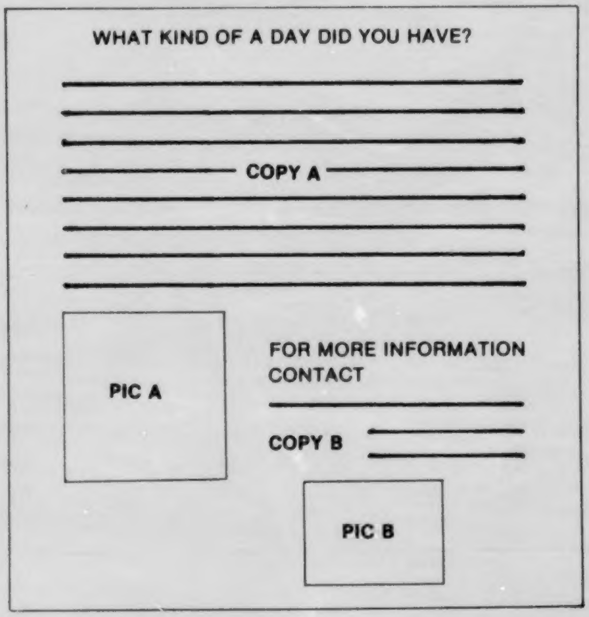
Sample Newspaper Advertisement


WHAT KIND OF A DAY DID YOU HAVE?
COPY A
PIC A
FOR MORE INFORMATION CONTACT
COPY B
PIC B

COPY A	Maybe you feel at the end of a day that somehow you didn't accomplish much. But there is something you can do — volunteer your friendship, your skills, your time. You may not change the world but you may change a handicapped person's life. The Citizen Advocacy Program can help. The next step is yours. It's simple — give us a call or drop by our office. We'll find out your interests and skills and suggest a volunteer placement for you. We'll even help with your training. And to make sure that your volunteer experience is all you want it to be, we'll keep in touch to make sure that everything is okay. You'll never know how much good you can do until you try.
COPY B	CENTRAL CITIZEN ADVOCACY PROGRAM 100 Main Street Central, Maine Phone 257-2831
PIC A	Advocate with blind protege entering bank
PIC B	Program logo

NOTE. Adapted from *Telling Your Story: Ideas for Local Publicity*, by K.W. Jackson, Ed. (Washington, DC: National Center for Voluntary Action, 1976), p. 7, and used by permission.

g. Bus signs—free space may be available on bus signs
h. Electric bank signs or motel signs—the bank or motel may put a message about CA on its electric sign
i. Skywriting—professionals may be willing to donate their services to skywrite a message about CA, especially during some outdoor event such as a football game

PRINTED MATERIALS AND SPECIAL EVENTS

Other tools for public awareness can be used to support and supplement face-to-face communication, a speakers' bureau, and the media. These other tools include printed materials such as stationery, newsletters, brochures, fliers, posters, and special events.

Preparing Printed Materials

The printed materials that a CA program produces must be clear, neat, and professional, since one way that people judge a program is by the materials they see. Sloppy or careless materials create a negative impression that may be hard to overcome. On the other hand, good materials have a very positive impact. Many people can assist in producing printed materials. However, the CA staff should supervise closely all stages of materials development. Experience has shown repeatedly that just giving instructions and letting someone loose with production will result in disappointment, if not disaster. Some general guidelines for producing good written communications were presented in the section on communication in Chapter 7, and other tips scattered throughout this chapter can be applied here. Some specific suggestions for designing stationery and preparing newsletters and brochures follow.

Stationery. A basic tool that all CA programs will need is some letterhead stationery. Tasteful printed letterhead that will enhance a program's public image can be produced without spending a lot of money. Unless printers are willing to make donations, skip for now the more elaborate kinds of stationery such as embossed designs using multicolored ink on the heaviest paper. A simple format in black ink on 20-pound white cambric or bond paper will be quite adequate (see sample letterheads). The name, address, and phone number of the CA program should be included. All the information can be placed at the top of the sheet, or some at the top and some at the bottom. Printing a logo or identifying symbol on the stationery may help people identify and recognize the materials. Some programs also include the names of their board and/or staff members on their stationery. While including the names of respected citizens who serve on the board or staff may have a positive impact, it also has the disadvantage of added cost due to extra typesetting, more frequent reprintings due to turnover of personnel, and less space on the page for typing the message.

Brochures. A simple brochure about the CA program can help meet a variety of public awareness objectives. A brochure should be produced only if it relates to a clearly stated objective and not as a "shotgun" approach to public awareness. It should tell what the program is, how it serves the community, and how to find it. It should not be cluttered with unnecessary, changeable information that will become obsolete, such as a list of all the staff. The fact sheet developed during the feasibility study (see Chapter 2) may be a starting point. Also receiving brochures from other CA programs may provide some ideas. If a CA program's service area includes a minority population such as Mexican Americans, some brochures need to be printed in their native language.

A brochure's appearance should be professional, and in most cases, the CA staff should not try to design it without some assistance from professionals. It needs to be written concisely, formatted clearly, and illustrated tastefully. Volunteer assistance can be obtained from media people or other professionals.

A CA brochure can be distributed in many ways. For example, if a CA program is trying to find proteges and advocates in rural areas, brochures can be placed in a popular roadside cafe, barber or beauty shops, laundromats, or doctors' offices. Permission must be obtained, of course. The brochure gives people a tangible reminder of the program and can reach people which a CA program may not find otherwise. How a brochure is to be used and distributed will determine how many copies will be needed, so a distribution plan should be determined *before*, not *after*, the brochure is printed. It is wise to estimate high since coordinators

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Sample CA Letterheads

CITIZEN
Advocacy

Eastern Missouri Citizen Advocacy Office 4331 Lindell Boulevard St. Louis MO 63108 (314) 533-3703

ADD Advocate for the Developmentally Disabled

226 Carondelet Street Suite 716 New Orleans, Louisiana 70130
(504)522-ADDS

CITIZEN ADVOCACY ABILENE
1741 SOUTH ELEVENTH
ABILENE, TEXAS 79602
(915) 672-5222

A PROGRAM OF THE ABILENE ASSOCIATION FOR RETARDED CITIZENS

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nearly always need or can use more copies than they expected.

Newsletters. Many CA programs find that a newsletter is a good way of maintaining advocate interest and keeping advocates, proteges, and board members informed of important developments and issues. As with other public awareness tools, a newsletter should be produced only if it helps achieve a specific objective. Stories about advocates and proteges, articles on program activities, meeting announcements, brief summaries of speeches and board business sessions, and news from other CA programs can be included. The newsletter can be produced inexpensively and should be published regularly (every other month or quarterly, for example). Publishing more frequently with fewer pages is better than infrequently with many pages. A graphic artist can design a masthead or name plate that will appear at the top of the first page. The full name of the CA program and its identifying logo should be included in the masthead. The date of the newsletter should be printed underneath the masthead. A variety of graphic supplies, available from office supply stores, can give it a professional look at relatively low cost. For example, press-on letters of different sizes as well as various kinds of border tapes can be used for setting up the newsletter. Adequate margins will provide a break from the news copy. Illustrations and photographs can be used if they can be duplicated clearly. All copy should be edited into concise sentences and short paragraphs. It is usually unnecessary to go to the expense of having the newsletter typeset and printed. A good mimeograph or offset press can usually make clean copies of typewritten pages.

Other materials. A variety of other materials can be produced to help meet the CA program's objectives for public awareness. For example, posters and exhibits can be made by high school art classes or shop classes and used at college student unions, in store-front windows, on high school bulletin boards, in public libraries, or in shopping malls. Slide presentations and films offer visual appeal and immediacy. However, films are extremely expensive to produce.

Planning Special Events

Special events call attention to a program on a large scale. They also may serve other purposes, such as fundraising. The tips presented in Chapter 5 on special events for fundraising apply here. Special events for public awareness may be, for instance, a CA open house for the community or a picnic with the county commissioners. These in turn are undertaken because they will help with a specific objective.

EVALUATION

For some public awareness goals and objectives, evaluation will be obvious. For example, it will be clear whether the program is generating more inquiries, getting more volunteers, or obtaining more funds. Progress toward other goals and objectives may be less tangible and more difficult to measure. Some evaluation techniques that can be used include record keeping, analyzing media coverage, and conducting surveys and interviews.

Routinely asking where callers heard about the CA program and keeping a record of their responses will tell which approach is doing the most to stimulate interest in the program. Building into messages an opportunity for action by listeners or viewers will help gauge response. For example, a free pamphlet can be offered upon request. Surveys and interviews also can be used for evaluating responses to printed publications or assessing opinions of a group. A survey provides useful information about effectiveness; however, it is expensive and time-consuming to conduct. The information presented in Chapter 9 can be applied to evaluation of public awareness objectives and strategies as well.

CONCLUSION

No public awareness campaign has ever been 100% successful. Everyone makes some mistakes and misses some opportunities. However, if a CA coordinator follows the "how to's" in this chapter, the public awareness program will be a successful one: start small; set objectives; use personal contact; and get help. Keeping records of the experience will help make each subsequent public awareness campaign a little easier. If people who helped have been thanked, they are likely to offer their continued assistance. Outsiders may wonder how a CA program is able to do such a good publicity job; however, the coordinator will know that it is simply a matter of knowing the guidelines and following them.

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Part Three

Advocacy Functions

Recruiting

The success of the citizen advocacy (CA) program will depend upon the ability to find proteges with a variety of needs and then recruit advocates to match with those individuals. The feasibility study (see Chapter 2) has indicated if there are institutionalized people who are eligible for the program, people in group homes or special education programs to be served, people with long-term needs or short-term needs, or people with very specialized needs. Moreover, the state Protection and Advocacy agency may have documented needs for CA. Some proteges will need advocates in formal relationships such as guardians or adoptive parents while others will need only informal arrangements. If there are people to be served from all these categories, various types of advocates will need to be recruited in order to build a broad-based program. This chapter presents a sampling of recruitment methods which have been used successfully by people who regularly recruit volunteers for advocacy.

WHO IS RESPONSIBLE

To facilitate recruitment efforts, some CA programs appoint a recruitment coordinator. This person may be a board member or a citizen advocate. Or it could be a student doing field work or a paid staff member, such as a VISTA volunteer or CETA employee. This person should be enthusiastic about the CA program and thoroughly familiar with the community. This type of person can be a great help to the CA coordinator in conducting recruitment campaigns. A recruitment coordinator can: (a) help plan the recruitment program; (b) contact potential volunteers; (c) help with the orientation sessions; and (d) keep records of volunteers as they are recruited. If the job becomes too much for one volunteer, a volunteer recruitment committee can be established.

The recruitment function overlaps with the public awareness function of a CA program. Recruitment is a possible side effect of public awareness efforts, and public awareness techniques may be used in recruiting. However, the basic purposes of each activity are different. Public awareness activities are generally aimed at informing and gaining the support of some segment of the community. Recruitment campaigns are for the specific purpose of getting volunteers. Public awareness and recruitment plans and activities should be consistent with each other; thus the two committees should keep in contact by sending a representative to each other's meetings. It is advisable, however, to have a separate committee responsible for each of the two functions.

DEVELOPING A PLAN

The approach of starting small should be used in recruiting just as in other program functions. Although the program may wish to serve many people eventually, it is best to start with a very small number that can be served well, and later build gradually. For example, the goal for the first month of recruiting may be three advocates and three proteges. Each person will require time for an interview, time for orientation, time for matching, and time for the pair to get started. A goal of recruiting and matching a total of 40 advocates and proteges (20 matches) for the entire first year is ambitious.

Recruitment goals, objectives, and strategies should be written down in a planning format, such as the one presented in Chapter 8. A program's recruitment goals may be the following:

a. To recruit proteges for the CA program
b. To recruit advocates for the CA program

The objectives, strategies, and evaluation measures specify how many and what types of advocates and proteges will be recruited, what procedures will be used, who will implement them, and how they will be evaluated. A sample plan to meet the goal of recruiting proteges appears below. An actual recruitment plan should state all recruitment goals and present the objectives, strategies, and evaluation procedures for each goal.

RECRUITMENT PACKET

Once the recruitment objectives have been stated, many CA coordinators find it useful to design a simple brochure (see Chapter 10). A recruitment brochure can be combined with several other items in an information packet which can be given to everyone who helps recruit for the CA program. Some other items which can be included in the packet are:

Information on the population served by the CA program, such as where potential proteges live, work, and socialize
A short history of the program, summarizing significant accomplishments and highlights
A listing of the program's board members, officers, and staff
A copy of the most recent annual or biannual report
A calendar of program activities for the current year
A copy of a recent issue of the newsletter, especially if it highlights advocate or protege activities (see Chapter 10)
A program from some special event or annual meeting
A listing of answers to commonly asked questions (see questions in Chapter 2)

This material will be useful in orienting the recruiters; they also may want to share copies with potential recruits. Having the items typed on letterhead stationery will help people recognize and remember the CA program.

RECRUITING PROTEGES

CA programs should not assume that they will just "get" proteges. The experience of CA coordinators has been that proteges generally outnumber advocate volunteers, and even without recruitment efforts most programs receive an adequate number of protege referrals. However, a coordinator should have some plan for actively recruiting proteges who need advocacy in various degrees; otherwise there is a risk of losing control over the direction of the program or having an unbalanced program. Logically, proteges should be recruited first so that advocates can be recruited to match the particular needs of the protege.

The two most effective ways to identify proteges are to contact people who regularly provide services for developmentally disabled persons and to directly contact people who may be interested in becoming proteges. Referrals often will come from service providers such as the local United Cerebral Palsy Association, mental retardation center, public schools, local Association for Retarded Citizens, or the state Protection and Advocacy agency. The

Sample of Partial Recruitment Plan

Goal	Objective	Strategies	Evaluation
To recruit proteges for the CA program	To recruit five proteges for the CA program by February 28	By February 10, speakers will make presentations on CA to five agencies that serve disabled persons; CA coordinator will arrange and coordinate this activity	Number of people who become proteges as a result of referrals in response to these presentations
		By January 10, CA coordinator will ask advocates, proteges, board, and staff to tell others (especially prospective proteges) about the CA program	Number of people who become proteges as a result of this word-of-mouth contact
			Number of new proteges as of Feburary 28

recruitment committee should contact these agencies and explain the citizen advocacy program to them. They should either visit each agency or group individually or invite representatives of all of them to a meeting where the program will be explained and their questions answered. Each one should receive a brochure or other materials about the CA program. Referral forms should be distributed which agency personnel can use for recommending people for the CA program (see sample protege referral form). Directors of agencies and special education programs have certain legal obligations and responsibilities to protect the people they are serving. They need to understand the CA program and its credibility before they will be inclined to refer potential proteges to the program.

Some prospective proteges may hear about the program and wish to make application themselves rather than being referred by an agency. Publicity should be directed toward developmentally disabled people so they can "self-select." Word-of-mouth communication from current advocates and proteges will be one of the best publicity channels for reaching disabled individuals. Chapter 10 describes this and other strategies that can be used. When publicizing the CA program to potential proteges, give them an application form, such as the sample provided, so that they can apply to the program.

Outreach to specific groups of potential proteges probably will be necessary as well. Severely disabled individuals living in highly restrictive settings, such as nursing homes and other institutional settings, will be unable to apply directly to the CA program and are seldom

Protege Referral Form

(CA letterhead stationery)

Citizen advocacy helps provide continuity in a person's life and makes positive changes such as integration into the community, meaningful relationships, and protection of rights of citizens. The CA Program is matching disabled persons with private volunteer citizen advocates in one-to-one relationships. Priorities are: (state your priorities regarding who will be served; an example might be any disabled person who is being released from an institution). Other people with developmental disabilities will be matched as citizen advocates are recruited and trained. Please refer anyone who you think needs a citizen advocate. We will contact you upon receipt of your referral. Thank you.

Name of person being referred ______________________________

Address ______________________ Birthdate ______________ Sex ________

Phone ______________________ Ethnic group ______________________

Disability (type and severity) ______________________________

____

Functional limitations	Yes	No		Yes	No
Self-care	____	____	Self-direction	____	____
Receptive/expressive language	____	____	Capacity for independent living	____	____
Learning	____	____	Economic self-sufficiency	____	____
Mobility	____	____			

Services received (include financial assistance)	Agency	Caseworker
____________	____________	____________
____________	____________	____________
____________	____________	____________
____________	____________	____________

Medication, if any ______________________________

Physician ______________ Address ______________ Phone ________

Problem needing advocacy ______________________________

____

Have you discussed this referral with the person being referred? ______________

Your name ______________________ Today's date ______________

Address ______________________ Phone ______________

Your relationship to person being referred ______________________________

Please send completed form to (give your program's name) at the address shown above.

Protege Application Form

Name ______________________________ Phone ______________
Address ____
Birthdate ____________________ Sex __________
Disability/limitation ___________________________________
Problem needing advocacy ______________________________
____
____
____
Best way for advocacy to help ___________________________
____
____

Please list the agencies and caseworkers that are now helping you.

Agency	Caseworker

Where you learned about CA program ______________________
____
Today's date ____
Return form to:

Citizen Advocacy Coordinator
CITIZEN ADVOCACY PROGRAM
(address)

referred to CA programs by facility staff or others. However, these individuals usually need CA very much because they generally have few if any other caring people in their lives. A good CA program includes an active protege recruitment component directed toward individuals and groups that are particularly in need.

RECRUITING ADVOCATES

Before beginning to recruit advocates, the recruitment committee should assess the needs of proteges in order to determine the types of advocates that will be needed. It might be useful to develop a worksheet on which the names of proteges and their characteristics are listed (see sample sheet). Also, a few "crisis advocates" should be recruited initially to help when an emergency arises for a protege. Board members often are willing to serve as crisis advocates. Having a pool of crisis advocates will save the coordinator from having to intervene directly when a crisis occurs.

Once the proteges and their needs have been listed, the two basic steps in recruiting advocates are (a) deciding where to look for advocates and (b) selecting and implementing a strategy.

Where to Find Advocates

The Canadian Association for the Mentally Retarded points out in its manual, *Your Citizen Advocacy Program*, that there is a tendency among CA recruiters to overlook those who are already providing advocacy services to developmentally disabled persons without being called advocates. With training and support, these people can become an effective part of the CA program. So coordinators should ask newly identified proteges during their personal interview (see Chapter 12) if such a person exists and how the protege feels about having that person as an advocate.

If a friend and helper does not already exist in the protege's life, then an appropriate advocate needs to be found elsewhere. Advocacy appeals to people who are interested in change and willing to take risks. The concept generally appeals less to people who join clubs and organizations for the social interaction and group fellowship. The study committee may have identified some potential sources of advocates in the community during the feasibility study (see Chapter 2). The coordinator may have discovered other potential sources of volunteers (see Chapter 6).

In a 1978 survey of CA coordinators, conducted by the Research and Training Center in Mental Retardation at Texas Tech University,

Summary Sheet of Proteges Identified

Protege's name and address	Sex	Age	Area of need	Referred by

four groups were identified as good sources of volunteers. *Friends of current advocates* seem to be the single best source of new volunteers. Peer influence and a desire to participate in similar activities help make advocates' friends a good potential volunteer pool. *Disabled individuals,* including former proteges, often want to help others by becoming citizen advocates. When these people have solved their own major problems, they are motivated to help others and sensitive to common problems faced by the disabled population. *Students in special education or rehabilitation classes* often are interested in citizen advocacy. However, they should become advocates only if they expect to remain in the community long enough (perhaps a year or more) to establish an ongoing relationship with a protege. Finally, some CA coordinators indicated that *personnel of corporations* such as IBM are another good source of volunteers. They tend to have established life styles and value systems that lend themselves well to advocacy.

The Texas Tech survey also indicated that CA programs have had very limited success recruiting advocates from:

a. Men's and women's community service agencies
b. Professionals in the area of developmental disabilities and other related fields

One reason for a lack of success with service clubs may be that the traditional methods of making speeches or showing a film about the program do not work with these groups. Service club members hear speakers all the time. Some innovative approaches that may interest them in the CA program in particular are described later in this chapter.

Strategies for Recruiting Advocates

Some strategies that have been found to work well in recruiting advocates are brainstorming sessions, word-of-mouth communication, and service activities.

Brainstorming. Regardless of what sources have been identified for recruiting prospective advocates, the brainstorming technique as described by the Canadian Association for the Mentally Retarded in *Your Citizen Advocacy Program* is likely to be highly effective. As explained in their manual, members of the CA advisory board or governing board, or both, meet with the program staff and, for each unmatched protege, an attempt is made to think of the name of every acquaintance, friend, associate, neighbor, co-worker, or family member who may be able to meet the protege's needs or who may serve as a crisis advocate. Procedural guidelines for people participating in brainstorming are:

a. Accept and record the names of all persons suggested
b. Make no comment on any suggestions
c. Make no judgments
d. Accept repeated names of persons and do not draw attention to the fact that the person has already been suggested

At the end of the brainstorming session, a listing of potential advocates is given to the CA coordinator for follow-up. At this point the coordinator should begin to phone people on the list. The coordinator may begin the conversation by saying something like this:

> "Hello, I am ______________ from the Citizen Advocacy program. We're a program that is trying to help Joe Smith handle a bank account and other money matters so he can live in an apartment. I understand that you took a special interest in him when you were a volunteer at the state school, and I wondered if you'd be interested in helping Joe through our program as a volunteer advocate. Let me tell you a little about the program." (At this time, give a short summary of CA and answer any questions.)

Conclude by saying:

> "If you think you are interested in the program, we are planning a meeting for orientation." (Give the time, date, and place of the meeting.) "If you come to the meeting and then decide that your schedule will not allow you enough time to participate or that you feel you would not be suitable for the program, that will be perfectly fine. I do hope you will come to the first meeting."

This method combines brainstorming and the personal approach and may be an especially good way to do initial recruiting.

Word-of-Mouth. Another way of recruiting advocates is by word-of-mouth contact from those currently involved with the CA program. The Texas Tech survey found the word-of-mouth recruiting technique to be one of the best ways to recruit advocates for a CA program. Chapter 10 explains that this is an effective approach in public awareness activities, not just recruiting. This method is exactly what the name implies; people who are associated with the program tell others of their experiences and urge them to become involved. Advocates can also be encouraged to recruit their friends and acquaintances. They should be specific and personal rather than general in telling others how they might become involved. They should describe individual people who may need help instead of disabled people in general. The Austin, Texas CA program uses its newsletter, *Advocacy Update*, to supplement the word-of-mouth technique. In the newsletter, which is sent to advocates, proteges, and board members, profiles of some proteges who need advocates are presented. One such article began, "The two children described below are waiting for advocates. Several current advocates have recruited their friends to become citizen advocates; we encourage everyone to talk to at least one person about citizen advocacy. Tell them about your experience, and tell them about the young girl and boy featured in this segment of 'Profiles'." The article went on to describe the two proteges.

Service activities. Many people know very little about developmentally disabled people and frequently what they do know is based on myths and stereotypes. Providing opportunities for prospective advocates to meet developmentally disabled people is another good recruiting technique. This strategy enables potential recruits to learn that disabled individuals really are not very different from anyone else. It also may help the recruits overcome some of their apprehension about working in the CA program. One way of doing this is to involve a service organization in some activity in which disabled people are participating. For example, arrange to have the members of the service organization provide lemonade at a Special Olympics meet. This will give a very positive image of disabled people. Follow up this activity with a presentation to the service organization by a member of the speakers' bureau, perhaps an advocate. Activities such as this may be effective in recruiting members of service organizations with whom traditional recruiting speeches and presentations do not seem to work.

Application Form

Regardless of which recruiting techniques are used or where advocates are sought, an advocate application form will be needed. This form is useful for obtaining facts and information that will be used during the selection and matching processes. If information is requested regarding a person's religion, marital status, or race it should be clear that the information will be used to help with matching and that it will not influence selection. Also, if questions about health or criminal record are asked, the information must be kept confidential. An interest checklist separate from the application form may be preferable. A sample interest checklist is presented in Chapter 13. A sample application form appears below.

Advocate Application Form

Please furnish all information requested. It will help us in the matching process and will be kept confidential.

Name Today's date

Address Phone

street city zip

EMPLOYMENT

Place Occupation

Work hours and days Business phone

How long have you worked there?

Previous work experience (list types of jobs — for example, elementary teaching, computer programming, waiting tables — and approximate length of time doing each)

VOLUNTEER EXPERIENCE

Place	Type of work	Dates	Supervisor

EXPERIENCE WITH DEVELOPMENTAL DISABILITIES OR OTHER HANDICAPS

EDUCATION

Level completed	Major subjects of study

Are you presently a student? ________ If yes, where? ________________________________

full-time ________ part-time ________

SPECIAL SKILLS AND TRAINING (for example, public speaking, law, community organization, writing, SSI appeals process, education)

____

____

MEMBERSHIP IN CIVIC, SOCIAL, OR RELIGIOUS GROUPS

Organization	Leadership position, if any

PERSONAL INFORMATION

Marital status ________________

Names of children and ages ____

____

Where did you learn about the CA program? ________________________________

____

Why are you interested in becoming a citizen advocate? ________________________

____

____

How long do you plan to live in this city? ________________________________

What changes, if any, do you anticipate in the next year in job, residence, or school? ________________

____

Have you ever been treated for an emotional or mental disorder? ________________

If yes, give specifics ____

____

Do you have any kind of serious health impairments, such as heart trouble, arthritis, migraines, nervous disorders, asthma? ________

If yes, give specifics ____

Have you ever been arrested or convicted of any crime other than a minor traffic violation? ________________

If yes, give specifics ____

Do you have a driver's license? ________ Do you have a car? ________ Do you have car insurance? ________

REFERENCES

	Name	Address	Phone	Relationship to you
1.				
2.				
3.				

Recruiting Advocates from a Specific Population

The Texas Tech survey also revealed that two types of advocates—men and minorities—are especially hard to recruit. People who have effectively recruited men and minorities offer a few suggestions. First, as in general recruitment efforts, one-to-one recruitment is the most successful approach in recruiting men or minorities. In other words, go to a certain person who is a prospective advocate, and ask him or her to become an advocate for a selected protege.

Second, hiring a male staff member sometimes helps in recruiting males. Likewise, having a minority staff member can help in recruiting minority advocates.

Third, some programs have successfully recruited husband and wife teams as advocates. This is one way of involving men in the CA program.

Finally, armed forces bases can be a source of both minority and male volunteers. If someone at the base already has an interest in or has worked with developmentally disabled people, this person is ideal to help recruit others. One program has had some success by going to fire stations to recruit men.

RESPONSIBILITIES TO VOLUNTEERS

Recruiters have responsibilities to proteges and advocates. These responsibilities include being honest about expectations and finding a suitable match for each person.

The importance of the work and the amount of time necessary to be an advocate should not be minimized. If they are, a volunteer will give the protege a minimal amount of time and feel that the job is not important. Volunteers must feel wanted and must feel that their talents are being put to the best use.

Furthermore, if a program accepts a volunteer's service, it has an obligation to insure that the volunteer is placed in a situation that is well suited to his or her talents and needs. Everyone does not belong in a one-to-one relationship. Some people will be better suited to the roles of the advocate associate or crisis advocate. It is better to keep a protege waiting for an advocate until the right person comes along than to try to fit people where they do not belong. The matching process will be explored more fully in Chapter 13.

CONCLUSION

There is much competition for volunteers in human services programs. How to find volunteers for the program will be one of the main concerns of the CA coordinator. Every CA program has much to offer a volunteer, and those involved in recruiting should not hesitate to point out these benefits. For example, many people volunteer because of a desire to help others and to feel useful and needed. The CA program offers a chance for a personal relationship with another human being which can make a real difference in the life of both the protege and the advocate. Some people volunteer because they want to gain and use knowledge and skills that could be used later in a paid position. The CA program provides a good opportunity to explore social service careers. Other people volunteer because they want to be a part of activities that have neighborhood, community, or national importance. The CA program offers a way to be a part of a service program and to learn about developmental disabilities and state and federal laws affecting the rights of disabled individuals. Another motivation for volunteering is an interest in learning about new ideas and programs. The CA program offers training so that the advocate and protege feel comfortable with the program. It also offers continued backup and support. Finally, some people volunteer because they want to reduce loneliness, use their leisure time well, or participate in enjoyable and rewarding activities. The CA program offers a chance to participate directly in setting and working toward objectives with another person and to do so with much responsibility and independence.

This chapter has presented a variety of recruitment methods. CA coordinators and recruitment committees can select the methods which suit their programs and communities. If the recruiters plan well and maintain a positive attitude, recruiting can be an enjoyable, rewarding, and successful part of a CA program.

RESOURCES

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Screening

Careful screening of proteges and advocates establishes the basis for effective matches and, by extension, for an effective citizen advocacy (CA) program. It is easier in the long run to take the time necessary to screen appropriately than to deal later with the consequences of a poor match. The CA coordinator is in charge of screening.

Both proteges and advocates need to be screened. Potential proteges must be screened because the program may not have enough volunteers to serve everyone, and it has certain priorities for types of matches. Also, some proteges who are referred may not want an advocate and others' needs may be better met by another agency. Potential advocates must be screened because not everyone who volunteers will have the personal commitment, time, maturity, and stability that are required to be an advocate.

SCREENING PROCESS FOR PROTEGES

Potential proteges can be identified either through direct application or by referral. Publicizing the CA program to developmentally disabled people will enable them to indicate if they are interested in becoming proteges. Informing others about the program and the referral process will encourage them to refer potential proteges for CA (see Chapters 10 and 11). Samples of protege application and referral forms appeared in Chapter 11.

Interviewing a Potential Protege

A personal interview is a necessary follow-up to an application or referral. The interview may take place at the CA office, the potential protege's residence, or any other place that is comfortable and convenient for the protege. The objectives of the interview are to determine in detail the person's advocacy needs, the immediacy of the needs, how they can best be met, who is already involved in the life of the protege, and other helping resources. If the request is for expressive advocacy, the interview is a good time to get information on interests. In the case of referrals, it is also very important to determine whether the potential protege really wants an advocate.

A personal interview is also a good time to give information about the CA program to the potential protege. The program's limits and capabilities should be explained. The protege should be told that there will be a waiting period before a match is made. The coordinator should explain what the advocate may or may not provide. Also it should be made clear that a match will be made on a trial basis at first and that the protege as well as the advocate will be given an opportunity to terminate the relationship.

The coordinator should ask if there is anyone in the protege's life who already is functioning informally as an advocate. With training and support from the CA program such a person might become a citizen advocate for that protege. Although some proteges have neighbors, friends, or associates like this, CA program staff often overlook them as potential advocates.

If the protege lives with parents or guardians, they should be included in the interview. At the very least, they should be informed about citizen advocacy and their questions answered. A parental consent form is a good idea for a protege who is a minor or who is a severely mentally handicapped adult living with parents (see sample permission form). If an adult protege's parents participate in an interview, the coordinator should respect the protege's adulthood and conduct the interview primarily with him or her.

After the interview, the coordinator may want to assess further the request for advocacy by checking for additional information with caseworkers or others who know the potential protege, such as co-workers, roommates, and friends. The value of these outside opinions is that potential proteges are not always aware of their needs. Two or more assessments will help give an unbiased perspective. Especially when a potential protege is disabled to the degree that he or she is unable to participate in an interview, the coodinator must fully explore the request for advocacy by going beyond the potential protege and even beyond referral sources. For example, people who actually need legal guardians are frequently referred to CA programs as needing "friends." By contacting other people who know the individual, the coordinator can better assess the nature and extent of the individual's advocacy need.

Needs Assessment

By combining the information acquired in the interview, on application or referral forms, and from discussions with people who have worked with the potential protege, the coordinator should be able to summarize the protege's advocacy needs and make preliminary plans for meeting them. Guidelines for the types of information to acquire are suggested by the protege needs assessment form (see sample). The coordinator should briefly summarize the potential protege's needs in each area on the form. For example, under "medical," the coordinator may write, "Mr. Anderson wears glasses. He takes dilantin, which he receives from the MHMR Center. He is self-medicated." Completing a form such as this one will help the coordinator identify and analyze the advocacy needs of each referred person. This needs assessment also helps define what type of advocate will be needed.

When assessing a potential protege's needs, a coordinator must distinguish between needs for advocacy and needs for service. Advocates should avoid the trap of providing missing services, such as community living training, when a service providing agency should be

Parent Permission Form

Check all that apply.

_____ I give my permission for a citizen advocate to be matched with ______________________________.
(name of potential protege)

_____ I give my permission for photographs to be taken for use in the program's newsletter and publicity.

_____ I would not like for my son/daughter/foster child to participate in the citizen advocacy program.

_____ I would like to talk with you further about the citizen advocacy program.

Please call me at ____________________
(phone)

The best time to contact me is ____________________.

Signature______________________________ Date______________________________

Relationship to potential protege ____________________ ______________________________

Return to: Citizen Advocacy Coordinator
CITIZEN ADVOCACY PROGRAM
(address)

Protege Needs Assessment

Name ____________________
Address ____________________

Interview date ____________________
Place ____________________
Interviewer ____________________
Others present ____________________

SHELTER/FOOD/SELF-CARE

EDUCATIONAL

VOCATIONAL TRAINING/EMPLOYMENT

FINANCIAL

MEDICAL

PSYCHOLOGICAL, SOCIAL, OR EMOTIONAL

LEGAL

OTHER

NOTE. Adapted from "Citizen Advocacy Program Contract Between Advocate and Protege," by the Austin CA Program, Austin, TX, and used by permission.

meeting the need. The advocacy need may be instead to link the developmentally disabled person with the appropriate service provider.

Another trap to avoid is assessing a potential protege's needs in terms of the volunteers available. The task is to define the protege's needs objectively and then find an advocate to meet them.

The broadest criteria for accepting potential proteges who apply or are referred to the CA program are the priorities set by the CA program staff and board (see Chapter 8). These priorities may pertain to type and severity of disability and to type of match (long-term or short-term, friendship or practical or a combination, informal or formal). These criteria are based on the general principle of serving the population defined by the CA program's funding source. For example, programs funded by Protection and Advocacy agencies should serve the population defined in Public Law 95-602, the federal law which contains the 1978 Amendments to the Developmental Disabilities Services and Facilities Construction Act.

The protege should be informed a day or two after the interview whether or not the CA program will be able to serve him or her. This is important since building up expectations that cannot be fulfilled creates more problems for a potential protege. The coordinator should explain to the protege how long he or she should expect to wait for a match; this may be difficult to communicate since time frames often are not understood by proteges. During the waiting period, the coordinator should check back with the protege periodically to indicate continued interest.

Among the reasons for deciding that the program cannot help a potential protege directly are that he or she is not developmentally disabled or the problem is not an advocacy problem. Some potential proteges may be placed on a waiting list but their problems might have sufficiently low priority that it will be many months before the program can help. Whenever an individual is not accepted or is placed on a waiting list, the coordinator should refer the person to another source of help and offer to make the first contact or appointment. Check back in a few weeks to see if something is being done to meet the needs.

SCREENING PROCESS FOR ADVOCATES

In order to select volunteers who can best meet the particular needs of the proteges, the coordinator must carefully assess each volunteer's strengths and limitations as well as interests, motives, and expectations of the relationship. The selection and matching process ideally takes place in stages over a period of time and gives both the CA coordinator and the volunteer several chances to learn about each other and to decide whether to pursue a working relationship. Each stage of the process brings the volunteer closer to forming a one-to-one relationship with a protege. The stages are:

a. *Recruitment.* Volunteers first gain information about CA through a printed brochure or handout, word-of-mouth communication, club presentation, newspaper feature story, public service announcement, advertisement, or direct contact by CA coordinator (see Chapters 10 and 11). This information shapes their first impressions of the program and either invites or discourages further inquiry.

b. *Application and interview.* The coordinator seeks specific written information about a volunteer and meets personally with him or her to explore advocacy roles as they might pertain to this person. Keeping in mind the proteges who need advocacy, the coordinator begins to think about whether, how, and where the volunteer might serve. The volunteer seeks some specific information about the program to help in deciding whether to pursue advocacy.

c. *Training.* The coordinator's observations of a volunteer during pre-match training provide a realistic idea about the volunteer's attitudes, probable behavior in an advocacy situation, knowledge, special training, and strengths. The volunteer uses preliminary training to get concrete information about advocacy and what is expected of advocates. Meeting these first training requirements also demonstrates commitment to advocacy.

d. *Trial match.* Potentially long-term advocate-protege matches are made for a trial period of a month or two so both advocate and protege can determine whether the match will work well. Advocate associates, or other advocates who may work on a particular type of case rather than one-to-one with a protege, may also have trial periods on their assignments.

This selection and matching process gives both the advocacy program and the volunteer several chances to withdraw without loss of dignity and to reach a joint decision about proper volunteer placement. Thus, the process encourages self-selection by the volunteer as well as selection by the coordinator. The coordinator's attitude, and the attitude of the volunteer, should be that the selection and matching process will help make the ultimate match work for the best interests of the protege, the advocate, and the advocacy program. The main purpose of the process is matching human beings appropriately rather than selection versus rejection.

ADVOCATE QUALIFICATIONS

CA coordinators around the country who responded to a survey by Texas Tech University in 1978 said the following are the most important characteristics for advocates:

"Patience. I need it all the time"

"Ability to listen well: to listen to things that aren't said"

"Ability to be objective while facing hostility"

"Caring"

"Honesty combined with tact"

"Acceptance; open-mindedness; respect for others and self"

The CA coordinators also indicated what characteristics they thought predict difficulty for advocates. Some of their answers were:

"Immaturity"

"Overcommitment—having too many other things to do"

"Lack of stability"

"Pity"

"Impatience"

"Extensive personal problems"

"Inflexibility"

"Unrealistic expectations"

Deciding whether a person will make a good advocate requires some sensitive, often intuitive, judgments by a CA coordinator. The coordinator needs to judge not only where a person is at present but how much he or she will grow with training and experience in a particular advocacy role. A volunteer may become a first-rate advocate even if at the time of application he or she is misinformed about disabilities, inexperienced, or holds some inappropriate attitudes. Experienced coordinators emphasize the importance of trusting their intuitions about whether a person would be a good advocate.

The following list of qualities to evaluate in prospective advocates suggests some things to consider. Few people have all these qualities; however, they provide a good frame of reference. The particular characteristics a coordinator needs to look for depend on the protege's needs.

a. *Motivation and expectations.* Why does the person want to become an advocate? If he or she wants glamour, drama, fame, the chance to supervise, is an assignment available that will meet those needs? If the expectation is to "help," does the applicant understand the difference between doing something for another person and helping that person do something for himself or herself? Be cautious about applicants who:
   - Will receive extrinsic rewards (such as course credit)
   - Volunteer out of a sense of duty or guilt
   - Have strong personal needs to meet through advocacy

   These people's own self-interests may conflict with their proteges' needs.

b. *Attitudes.* An applicant with negative attitudes in general (about the weather, traffic, work) is likely to be negative in advocacy. Does the applicant come into the interview complaining about something? Applicants who pity disabled people tend to see them as "other" and never truly accept them. Does the applicant distinguish "we" and "they" and talk about "people less fortunate"? Platitudes and cliches in an applicant's vocabulary indicate a closed mind. Positive attitudes include respect for human rights; recognition that a person is greater than a handicap, race, religion, or economic status; and willingness to learn.

c. *Stress and frustration tolerance.* Most change accomplished by advocacy is slow change, sometimes imperceptible. Can the applicant deal with lack of reinforcement, negative opinions, and intolerant people?

d. *Stability.* The advocate's mental and geographic stability give a protege security and continuity in a relationship. People involved in personal crises—divorce, death, loss of a job—or who make crisis out of everyday matters may upset a protege and use the match for dealing with their own problems. Persons who will be in a location for less than a year are not good candidates for long-term citizen advocacy matches. Look for another way that they can help.

e. *Communication skills.* The power to persuade people is the essence of facilitating change.
f. *Interpersonal skills.* Citizen advocacy involves a personal relationship, which must be handled with sensitivity and tact. Warmth, empathy, ability to listen, and acceptance help build positive relationships.
g. *Other special skills.* Awareness of community resources is not a prerequisite for advocacy. Neither is training or experience in law, developmental disabilities, rehabilitation, volunteerism, organizing, supervision, public relations, gerontology, or special education. However, an advocate who has these or similar skills or knowledge should have the chance to use them.
h. *Commitment and other responsibilities.* Sometimes busy people make excellent advocates; they tend to be well organized and make good use of their time. However, a person who has too many other time-consuming responsibilities (work, family, other volunteer activities) may not have time for advocacy. Commitments cannot be measured in hours; but an applicant should understand realistically the time commitment that advocacy requires.
i. *Possible difficulties.* Are there any problems that might interfere with advocacy, such as lack of transportation or funds, child care needs, or health? Is there a way to resolve these problems?
j. *Reliability.* Does the candidate keep appointments and promises? Is he or she punctual?
k. *Assertiveness.* Is the applicant likely to speak up in favor of a protege? In personal contacts, does he or she look directly at the other person, speak distinctly, project confidence, and ask perceptive questions?
l. *Ethics.* An advocate must respect a protege's privacy and right to make his or her own decisions. Advocates also must maintain confidentiality.
m. *Maturity.* A citizen advocate is, by definition, a mature, capable volunteer.
n. *Willingness to be trained.* Applicants differ in their needs for training, but all should be willing to participate at a minimum in introductory training for understanding of the CA program and various advocacy roles.
o. *Interests.* A person's interests, hobbies, and recreation activities are especially important if a long-term expressive match is being made.

The best indicator of how a person will perform in a paid or volunteer job, according to personnel experts, is his or her performance in previous jobs. Thus, if an applicant has changed jobs or volunteer commitments every six months in the past, it is predictable that he or she will stay with a new assignment about that long. Finding out what applicants have done in the past and the factors that have influenced their decisions will tell you much about their qualifications.

TOOLS FOR SELECTING ADVOCATES

Knowing how to assess an applicant is more difficult than knowing what to assess. A coordinator's own biases may influence decisions more than the candidate's strengths. In any selection process, there is a tendency to reproduce oneself, or to favor applicants with a similar background, life-style, and interests. Like many others with the task of selection, a coordinator may weigh negative factors too heavily. Also, the selection tool that will probably be relied on most—the interview—is unreliable unless used with skill.

The selection tools and procedures—application form, references, personal interview, and observations during training—each give different types of information to use in selecting and matching an advocate with a protege. The following guidelines are intended to help in the selection process.

Application Form

The application form should request all the factual information that will be needed for selection and matching. A sample application form appears in Chapter 11.

References

The information of a third party may point out capabilities the applicant doesn't mention or potential problems. Three references, preferably people who know the applicant in different circumstances (work, volunteerism, neighborhood), can provide a balanced view. The applicants can be asked to name references.

If a coordinator contacts a reference by phone, the coordinator should:

a. Identify him or herself and the CA program

b. Explain briefly the program's purpose, how volunteers are involved, and the reason for the phone call
c. Ask specific questions, such as whether the applicant is dependable, punctual, and able to work well with others
d. Ask what special skills the applicant has that would be useful in advocacy (such as communication skills, knowledge of the administrative hearing process)
e. Ask whether there are any reasons that the applicant would not be appropriate (for example, does the applicant have several hours per month to give?)
f. Assure the person that the remarks will remain confidential and thank him or her for helping

A sample letter and form for contacting a reference follow. Enclosing a stamped, self-addressed envelope will increase the chance of response. If there is no response, follow up with a phone call.

Calling the references before the personal interview with the applicant gives the coordinator a chance to tactfully bring up in the interview any questions or problems raised by the references and gives the applicant a chance to explain.

Personal Interview

Personnel experts have documented that information gained during a personal interview is unreliable for predicting how an applicant will perform in a job. Unskilled interviewers in particular do too much of the talking and thus do not really probe the applicant's attitudes and skills. They also tend to ask leading questions and thus shape the applicant's responses. Thinking ahead to their next question, they do not listen attentively to what the applicant is saying. Moreover, inexperienced interviewers often make decisions early in the interview before they really learn much about the applicant and base their decisions on personality. A person's own biases are more likely to influence assessment in an interview than with the other selection tools.

However, in spite of its limitations, the interview is the best tool a CA coordinator has for assessing a potential advocate's attitudes, communication skills, and some personality traits that will be important in matching. A potential advocate must be a sound person who is volunteering for the right reasons. In order to assess the advocate, sometimes the coordinator needs to ask and pursue very personal questions. The interviewer must feel that he or she has the right to ask these kinds of questions. Interviewing is a confidential and personal encounter. It also provides an opportunity to develop goodwill and rapport and acts as a model for the advocate-coordinator relationship to follow. Just as it is a necessary part of screening proteges, the interview is part of the screening process for advocates. The guidelines below may help coordinators get the most from their interviews with prospective advocates.

INTERVIEWING A PROSPECTIVE ADVOCATE

Preparation in advance of a selection interview will help the meeting proceed smoothly and will communicate to the applicant that the coordinator is efficient as well as

Letter Requesting Reference

(CA letterhead stationery)

Dear ____________________:

____________________________ has applied to be an advocate with the CA program and has listed you as a reference. The purpose of citizen advocacy is to match volunteers, who are known as advocates, with handicapped persons, who are referred to as proteges. The role of an advocate is to provide friendship, emotional support and guidance, and to insure that the protege receives all the services to which he or she is entitled. Citizen advocacy involves working with handicapped persons on an individual basis and requires a considerable amount of maturity and personal commitment on the part of an advocate. I would appreciate your filling out the enclosed reference form and including any comments which would assist us. Thank you.

Sincerely,

____
CA Coordinator

Enclosure

150

interested. One of the most important preparations is to review the completed application form and check references. The coordinator should become familiar with the facts presented on the application, such as the applicant's experience and present commitments. Items of particular interest can be noted and tentative questions formulated. Interview questions referring to the application show the applicant that the coordinator has been interested enough to read it.

On the basis of the information provided by the application form and references, specific objectives can be set for the interview. Broad

Reference Request For Volunteer Advocate

Name of Applicant ______________________________

1. Length of time you have known applicant ______________________________
2. Your relationship to the applicant ______________________________

____

3. In the citizen advocacy program, this applicant will be matched one-to-one with a person who has a handicap. Please check the strengths you feel this applicant has for advocacy:
   - ______ Reliability
   - ______ Flexibility
   - ______ Ability to handle frustration
   - ______ Adequate free time to spend on a regular basis
   - ______ Maturity
   - ______ Tolerance

   Comments ______________________________

   ____

   ____

4. Please check the limitations you feel this person has that might interfere with advocacy:
   - ______ Immaturity
   - ______ Has too many other obligations
   - ______ Has short-lived enthusiasm for new activities
   - ______ Has difficulty if people disagree with him or her or don't follow his or her advice

   Comments ______________________________

   ____

   ____

5. Please describe your view of the applicant's relationship

   with children ______________________________

   ____

   with adults ______________________________

   ____

6. Do you feel that this person has the moral character to work in the best interests of a handicapped citizen?

   ____

   ____

7. If you had a relative or child of your own who had a handicap, would you want this person to become an advocate to him or her?

   ____

   ____

8. Do you think this person would be an effective advocate?

   ____

   ____

9. Please add any comments or information you wish.

   ____

   ____

   ____

If you have any questions, please call the Citizen Advocacy program at 949-2922. Thank you.

Signature ______________________________

Date ______________________________

NOTE. The questions were adapted from "Reference Request for Volunteer Advocate," by the Hawaii Protection and Advocacy Agency, and are used by permission.

goals for initial selection interviews include discovering an applicant's attitudes and motivation, assessing maturity and ability to fulfill the commitment of citizen advocacy, and assessing skills. Depending on the person being interviewed and the circumstances, the specific objectives may vary. For example, if the coordinator has a particular protege in mind for the applicant, the applicant's skills and interests must be assessed with regard to the protege's needs. Areas to be surveyed might include: Can the potential advocate arrange transportation to the protege's residence? Does the applicant have the necessary experience to participate in an administrative hearing as the protege's representative? Is he or she interested in pursuing guardianship or adoption? With some applicants, the possibility of conflicts of interests may need to be explored, but with others the issue will not be complex.

A set of prepared questions may remind the coordinator during the interview of topics to cover. But a coordinator should not expect to stick rigidly to prepared questions and structure. Flexibility will be needed to probe an applicant's ideas and to follow up unexpected comments.

To achieve an atmosphere of trust that will invite an applicant to speak honestly and openly, the coordinator must show interest by paying full attention to the applicant. The interview should not be rushed: a good interview takes 30 minutes to an hour. With advance preparations, the coordinator can prevent distractions and interruptions. For example, the coordinator should arrange to have phone calls held and personal interruptions intercepted.

Comfort and privacy must be provided. Only people involved in the interview should be within hearing distance. If the potential advocate is disabled, any necessary arrangements should be made in advance. The chairs should be arranged for a friendly conversation, perhaps facing each other. The coordinator should not intimidate the applicant by sitting behind a desk.

The section on communication skills in Chapter 7 provides other tips that can help make the interview successful.

Interview Structure

The body of the interview should be flexible, but it may be helpful to have an overall plan for the interview. The advocate selection interview has the following stages:

a. *Introduction.* The coordinator introduces him or herself and tries to make the applicant feel at ease with some brief remarks about the weather or other general topics. However, this should only take a few minutes.
b. *Orientation.* The coordinator explains the purpose of the interview and what topics will be discussed. The coordinator might begin by saying "I really appreciate the interest you are showing in citizen advocacy. As you know already, it takes a special commitment and a lot of time to be a citizen advocate, so I want to talk with you today about whether advocacy will be a good volunteer role for you and how you might serve."
c. *Information getting.* Next, the coordinator asks questions and lets the applicant do most of the talking. This stage precedes information giving because information the coordinator gives about the CA program may influence the responses the applicant makes.
d. *Information giving.* The coordinator briefly describes the purposes of citizen advocacy, the responsibilities of advocates, the relationship with the coordinator, and the training and support which the CA program will provide. (Table 12 highlights the responsibilities of the advocate and the CA program. The relationship with the coordinator is discussed in Chapter 15.) Then the coordinator answers the applicant's questions.
e. *Conclusion.* The coordinator tells the applicant exactly what the next step in the selection process is and when it will take place.
f. *Evaluation.* Immediately following the interview, the coordinator completes an applicant rating form (see sample later in this chapter).

Phrasing Questions

If the interview is to provide information on the applicant's qualifications, the most important thing the coordinator must do is listen. Thus, the coordinator must get the applicant to do some of the talking. If a coordinator does more than 40% of the talking, the coordinator is giving a speech, not conducting an interview. A better limit for the coordinator's participation is 30%. How the questions are phrased throughout the interview will influence how much talking the applicant does and how forthright he or she is in responding.

Table 12

Responsibilities of the Advocate and the CA Program

The advocate's responsibilities are to:

1. Advance the welfare and interests of a disabled person as if that person's interests were the advocate's own
2. Remain loyal to the protege, even if there is a conflict between the interest of the CA program and the interest of the protege
3. Treat personal information received from the coordinator or other professionals working with the protege as strictly confidential
4. Pay his or her own portion of the expenses incurred in any activity with the protege
5. Exercise reasonable care and consider safety in all activities with the protege
6. Participate in training sessions
7. Adhere to the principles and concepts of advocacy as they are presented in training and through written materials
8. Participate in periodic update sessions throughout the year concerning new issues and/or problems
9. Commit an amount of time, energy, and emotional involvement appropriate for the particular advocacy role and activities being undertaken
10. Consult with and update the coordinator about the progress of the match
11. When it is necessary or appropriate to end the relationship, arrange for as smooth a transition or termination as possible

The CA program's responsibilities are to:

1. Offer appropriate training and information to advocates
2. Serve as a resource and support to advocates
3. Provide the advocate with background information and other resources concerning the protege with whom the advocate is matched
4. Terminate the involvement of the advocate with the CA program due to inappropriate performance or representation or other valid reasons (the advocate may appeal the termination to an appeals board)

NOTE. Parts of this form were adapted from "Intervention Advocate and United Association for Retarded Citizens Agreement," by the UARC, Milwaukee, and used by permission.

Open-ended questions. Open-ended questions, which cannot be answered with a "yes" or "no" or brief statement of fact, invite the applicant to talk, to volunteer information, and to direct the course of the conversation. Typical open-ended questions are, "Tell me about . . ." or, "What are your feelings about . . ." (the ending of such a question might be "your experiences as a volunteer for Camp Fire," "your family," "your classes at the university"). Because the respondent must select the features to highlight, he or she begins to reveal values, interests, and attitudes. An open-ended question is particularly good for the early parts of the interview when the coordinator wants to get the applicant talking and does not want to bias his or her responses. A closed question, such as, "How long do you plan to live in this city?", can be answered in a few words, and the interviewer immediately takes charge of the conversation again, having done nothing to draw out the respondent. Closed questions may be a legitimate part of the interview, especially in conjunction with open-ended questions. But they will yield basically facts and only superficial information about attitudes. The set of open-ended questions following was developed by Marlene Wilson (1976, pp. 125-126) to probe a volunteer's motivation, values, work habits and so forth. All of them do not apply to every interview, but a coordinator can select from and adapt them to elicit various kinds of information.

1. What have you enjoyed most in previous volunteer assignments? What have you enjoyed least? (Attitudes)
2. What kind of people do you work with best as co-workers? What kind of people are you most interested in as clients and why? Are there types of people you feel you'd be unable to work with? (Interpersonal relations)
3. What would you consider to be the ideal volunteer job for you? Why? (Motivation and values)
4. What things have you done that have given you greatest satisfaction? (Motivation and values)
5. Why are you interested in doing volunteer work? What are your long-range objectives? (Motivation)
6. What do you like to do in your leisure time? (Values)
7. What is your "energy" or "activity level" and how would you describe your work habits? (Work habits)
8. Thinking back, what are the most significant decisions you have made in your life and how do you feel about them? (Decision making)
9. What makes you really angry—on the job or at home—and how do you deal with

this anger? (Emotional stability)

10. Tell me about your family. (Emotional stability)
11. What kind of supervision do you prefer? (Motivation)
12. Describe your temperament. What do you like best about yourself? If you could, what would you improve? (Emotional stability)

Probing. One difficulty of asking open-ended questions is that the interviewer has to phrase follow-up questions on the spot. These questions are responses to what the applicant says that encourage him or her to continue. The following responses cue the applicant that the interviewer wants to hear more:

"I see"
"Go on"
"Tell me more"
"What happened next?"

If an interviewer does not listen carefully and use probes appropriately, he or she may change the subject before an applicant has answered the question satisfactorily. Consider the following exchange:

Q. "How did you like working at the state school?"
A. "It was very interesting, at first." (pause)
Q. "As an advocate, you might have to sometimes challenge your former colleagues at the state school. How would you handle a situation where you had to ask a former co-worker whom you like to radically change your protege's individual program plan?"

The second question is a reasonable question and keeps to the subject of the applicant's relationship to the state school. But the interviewer, perhaps made uncomfortable by the brevity of the first response and the pause, will not find out whatever was implied by "at first." An appropriate probe in this case would be to repeat the applicant's last words with a question: "At first?"

Neutral questions. A leading question, whether open or closed or a probe, indicates the answer that the interviewer wants. As a result, the answer may not tell how the applicant really feels. For example, the question, "Do you think our society is fair to disabled people?", implies that society is unfair and directs the respondent to talk about lack of fairness. The question, "How do you think our society views disabled people?", lets the applicant choose the theme of the response. The main difference in the two questions is elimination of the emotion-laden word, "fair," from the second. Any question asked on the subject of disabilities is not entirely neutral, no matter how it is phrased, because just by being part of citizen advocacy, a person announces an interest in improving attitudes and opportunities for disabled people. Neutral phrasing is especially important for minimizing the biases a coordinator conveys simply because of the organization he or she represents. Neutral questions at the beginning of an interview are valuable for establishing the tone of the interview. A bias revealed at the beginning may shape the responses in the entire interview, not just to the leading question. Even if the phrasing of a question is neutral, it can be biased by facial expression or tone of voice. Throughout the interview, both when asking questions and when listening to responses, the coordinator should have an interested, nonjudgmental facial expression and use an even tone of voice.

Evaluation

A coordinator's rating of an applicant will be more valid if it is done immediately after the interview rather than later. A rating form such as the sample shown can help a coordinator pinpoint and summarize an applicant's relative strengths and limitations. Some coordinators prefer to simply note their observations in a paragraph or two.

NOTIFICATION

On the basis of the completed application form, references, and interview, a coordinator can tentatively accept an applicant as an advocate. Final acceptance comes after the pre-match training sessions. When making the decision, the coordinator should consider all the information available. Others in the CA program can participate in the decision making so that an objective decision is reached.

A letter welcoming a volunteer into citizen advocacy is fun to send and fun for the volunteer to receive. To take advantage of the initial enthusiasm a volunteer has and the goodwill that a welcome letter brings, the first training session should occur as soon as possible after the interview. The volunteer can be informed of the time and place in the letter. A sample welcome letter follows.

Rejection

Because volunteers freely offer their services and because there are never too many helpers for disabled people, some coordinators resist turning away anyone who applies. Such a policy is not realistic because of the damage an unsuitable volunteer can do both to persons and to the program. Simply, not everyone can be an advocate; but almost everyone can help in some capacity, whether through the CA program or another. If a coordinator is unsure whether an applicant would be a good advocate, observing the person closely during pre-match training will help to confirm or disprove impressions. If a person must be rejected as a one-to-one match, he or she may be able to serve in the CA program in another capacity or help with some other volunteer program. A volunteer may be willing and able to join a speakers' bureau, help design materials, or do office work, and may be relieved if the coordinator suggests it.

The coordinator owes any volunteer the courtesy of providing information about rejection personally and immediately. If possible, a volunteer should know within a day or two after the interview or the pre-match training session whether he or she will be considered further. If there is a necessary delay in the decision, the candidate should be informed of when the decision will be made.

Advocate Rating Form

Applicant ____________________ Date of interview ____________________

Evaluator ____________________ Date of evaluation ____________________

QUALIFICATION	RATING					COMMENTS
	Needs improvement				Out-standing	
Motivation and expectations	1	2	3	4	5	
Attitudes	1	2	3	4	5	
Stress tolerance	1	2	3	4	5	
Stability: emotional	1	2	3	4	5	
Stability: geographic	1	2	3	4	5	
Communication skills	1	2	3	4	5	
Interpersonal skills	1	2	3	4	5	
Commitment to advocacy	1	2	3	4	5	
Reliability	1	2	3	4	5	
Assertiveness	1	2	3	4	5	
Ethics	1	2	3	4	5	
Maturity	1	2	3	4	5	
Willingness to be trained	1	2	3	4	5	

Special skills ____________________

Possible difficulties and solutions ____________________

RECOMMENDATIONS

_______ Accept

Comments ____________________

_______ Refer

Person and agency ____________________

Comments ____________________

_______ Reject

Comments ____________________

Welcome Letter For Advocate

(CA letterhead stationery)

Ms. Mary Smith
10 Maple Avenue
Central, Maine

Dear Mary:

I am pleased to inform you that you have been accepted as an advocate-trainee with the Citizen Advocacy Program of Central.

The first training session for new advocates will be next Wednesday, October 3, at 7:00 p.m. in the meeting room of the citizen advocacy office. Two advocates and two proteges who have been matched in our program during the past year will be at the session to talk about things they have done together. So you will have a chance to hear first hand some of the different ways that advocacy functions. We will also have a slide show and discussion on normalizing the lives of handicapped persons.

Congratulations on committing your valuable time to make another human life more meaningful! I look forward to seeing you on Wednesday.

Sincerely,

Mark Norman
Citizen Advocacy Coordinator

When an applicant is rejected, he or she should be thanked for the interest shown in advocacy. The coordinator should explain tactfully but directly the reason for the decision—for example, "since you will be graduating from college and moving away in a few months . . .." The coordinator can try to build the applicant's self-esteem by naming a personal strength that the applicant demonstrated. An alternate type of volunteer work can be suggested, either in the CA program or elsewhere, for which the applicant seems suited. Many coordinators feel that this information should be communicated during a personal meeting so that there will be no misunderstanding about the reasons for rejection and so that the coordinator will have an opportunity to present suggestions for alternative service.

CONCLUSION

Screening is not complete until a volunteer has completed some pre-match training and a trial match. Both the training and trial match provide an opportunity for the coordinator to see how the volunteer will apply the skills and personal qualities that were identified in the first parts of the screening process.

In a volunteer program that works by one-to-one matches, each volunteer must be capable. The potential for helping a protege in a one-to-one match is great, but so is the potential for harm. Screening into citizen advocacy only those volunteers who are mature and capable is a way of insuring that advocacy will benefit developmentally disabled people.

RESOURCES

American Red Cross. *Guidelines for improving skills in interviews.* Washington, DC: Author, 1964. (202 E Street, Washington, DC 20002)

Massachusetts Association for Retarded Citizens, Inc. *Citizen advocacy coordinator's handbook.* Newton Upper Falls, MA: Author, 1977. (381 Elliot Street, Newton Upper Falls, MA 02164)

Moore, L.F., & Anderson, J.C. *Volunteer administration: Readings for the practitioner.* Vancouver, British Columbia: The Voluntary Action Resource Centre, 1977. (1625 West Eighth Avenue, Vancouver, British Columbia, Canada V6J 1T9)

National Association for Retarded Citizens. *Avenues to change: Implementation of citizen advocacy through state and local ARCs* (Book II). Arlington, TX: Author, 1974. (2709 Avenue E East, Arlington, TX 76011)

Stewart, C.J., & Cash, W.B., Jr. *Interviewing: Principles and practices* (2nd ed.). Dubuque, Iowa: William C. Brown Company Publishers, 1978.

Texas Tech University Research and Training Center in Mental Retardation. Questionnaires for CA coordinators, citizen advocates, and P&A directors, October 1978.

Wilson, M. *The effective management of volunteer programs.* Boulder, CO: Volunteer Management Associates, 1976. (279 South Cedar Brook Road, Boulder, CO 80302)

Matching

Matching is bringing together a developmentally disabled protege with unmet needs and a volunteer advocate who can either meet those needs personally or who can take action so that the needs will be met. Goal 1 of any match is to meet the needs of the protege; thus, the chief criterion for selecting an advocate is whether the advocate has the necessary skills and interests and can perform in the needed role. Goal 2 is to make the match as nonrestrictive as possible to the protege. As the goal of all advocacy is self-advocacy, matches must not unnecessarily protect proteges nor keep them dependent. If a protege, for example, needs help with money management, training him or her to use money wisely is preferable to creating a trusteeship. Other goals may influence the match but should never interfere with the achievement of Goals 1 and 2. The secondary goals may include satisfying the interests of the advocate and keeping an informal relationship intact.

BASIS FOR MATCHES

The essence of the matching process lies in (a) determining which of several possible advocacy roles will best meet a potential protege's needs and what activities are needed within that role, and (b) locating an advocate to fulfill the role and undertake the activities. Thus, in order to make credible and effective matches, the citizen advocacy (CA) coordinator must thoroughly understand the various advocacy roles included in the CA concept. Once an appropriate role has been identified as the one needed by a particular protege, then other factors should be considered. For example, how well are the protege's needs matched by the potential advocate's skills and interests, personality, location, and schedule?

Citizen Advocacy Roles

Each CA program must define and support a range of citizen advocacy roles (see, for example, *Standards for Citizen Advocacy*

Program Evaluation, 1979). Unless a CA program maintains a balance of roles, it will be unable to meet the complex and varied needs of potential proteges, and the proteges' needs will tend to be funneled into a few categories of response. In the matching process, the CA coordinator assesses the potential protege's needs and determines what type of advocate role is needed to meet those needs. Citizen advocates decide what kind and extent of investment they want to make, and they make their choices within the context of options identified and supported by the CA staff.

Advocate roles are defined along three dimensions (see Chapter 1). First, the role can be *instrumental, expressive, or some combination* of both. Instrumental roles are for the purpose of solving practical, material problems. Expressive roles focus on meeting needs for friendship, communication, support, and love. Rarely is a relationship purely expressive or purely instrumental; most relationships are both. Second, the role can be *formal or informal.* A formal role is created by law. It can be instrumental (e.g., conservator, guardian of property) or instrumental-expressive (e.g., adoptive parent, plenary guardian of a person). An informal role is created by the choice of the people involved in it, and it can be instrumental, expressive, or instrumental-expressive. Third, the role can place a *high, moderate, or low degree of demand* on the advocate. The demand can be in terms of various needs, such as time or emotions. Any formal or informal role at any point on the expressive-instrumental continuum can place a high, moderate, or low degree of demand on an advocate. Figure 3 diagrams the 15 possible advocate roles that result from these three dimensions. It is important that a CA program be able to recruit and support advocates in any of these roles as they are needed by potential proteges.

In addition to this variety of ongoing one-to-one roles, a CA program should offer other roles for volunteers, including advocate associates and crisis advocates. A volunteer can become an advocate associate if he or she has skills and knowledge that will be useful to advocates and proteges. From time to time, an advocate associate can advise an advocate on technical matters, strategy development, or other specific situations that arise in the advocate-protege relationship. A CA program needs advocate

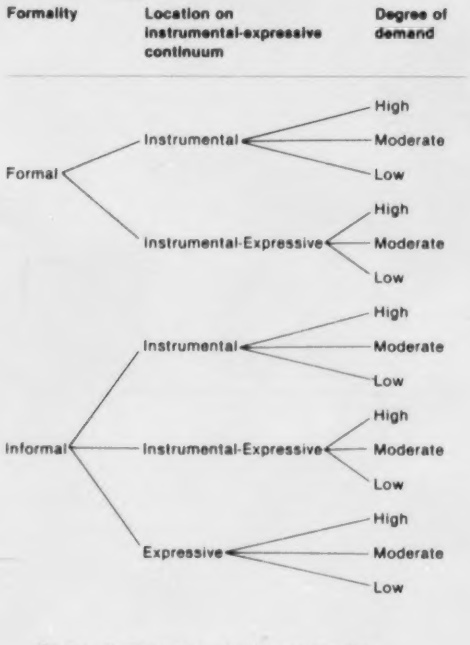

Figure 3. Diversity of advocate roles.

NOTE. Adapted from *Standards for Citizen Advocacy Program Evaluation* (Test Ed.), by J. O'Brien and W. Wolfensberger, (Downsview, [Toronto], Ontario, Canada: Canadian Association for the Mentally Retarded, 1979), p. 26, and used by permission.

associates so that the staff will not be drawn into individual advocacy activities. Advocate associates should assist, not supplant, the advocate.

Crisis advocates also are needed by every CA program. Situations will arise in which a protege has a critical need for immediate help, and there will be no time for recruiting and orienting a new advocate. The CA program must have a number of standby, crisis advocates to respond to crisis situations without drawing the staff into an advocacy role. Crisis advocacy relationships are usually instrumental and time limited. However, sometimes the advocate and protege choose to continue their relationship after the crisis has been resolved.

Once a coordinator has assessed a potential protege's needs (see Chapter 12), the coordinator must decide what type of role will best meet the needs. Then the coordinator should proceed to define the activities that are needed within the role and the characteristics that make an advocate well suited to undertake the activities.

Activities Needed

Within any role, many different activities are possible. The needs and interests of the protege will indicate what activities a particular advocate may need to perform. For example, within an informal, instrumental-expressive, moderate demand role, an advocate may be needed to assist with money management and share in leisure activities. Or, within the same role, an advocate may be needed to teach the protege to use public transportation and provide emotional support.

Based on an assessment of the protege's needs, the CA coordinator should list the activities for which an advocate is needed. Then the coordinator should determine whether the potential advocate has the characteristics that qualify him or her to perform the needed activities. Different characteristics will be relevant for different activities, but they can include skills and interests, time, location, personality, assent, and prior acquaintance.

Advocate skills and interests. An advocate does not need professional certification to be effective. For example, an advocate does not have to be a teacher to speak for a child whose rights are being denied by a school. In fact, an advocate who is a teacher in that school district has a conflict of interest. Neither must advocates have skills in all areas of their lives. A person who stutters or who has only an eighth grade education can still be a competent advocate. However, advocate skills should correspond to protege needs, especially in instrumental matches. If, for example, a protege needs a different school placement, the advocate should have the training and experience to work with the schools and through its procedures. Similarly, the interests of advocate and protege do not have to be identical, but having some interests in common will raise the chances that the advocate and protege will enjoy each other and will spend time with each other. Corresponding interests are especially important in an expressive or instrumental-expressive match. A protege who is expecting an advocate to be a tennis and basketball partner and is matched with an advocate who prefers to take the protege to concerts and the art museum may have unnecessary conflicts. CA coordinators who responded to the 1978 Texas Tech survey on citizen advocacy named shared interests as the most important criterion for making a successful expressive advocacy match.

Location. Location is a practical matter especially for expressive matches since contact is expected every week or two. If it is convenient to get together, chances are the matched partners will, while inconvenience becomes an excuse and lowers motivation. Also, belonging to the same community within a city or town gives advocate and protege some understanding of each others' roots and values. When the advocacy will occur in some distant place, the coordinator should consider whether the necessary travel is possible and whether advocate and protege are sufficiently motivated to overcome difficulties related to location. CA coordinators participating in the Texas Tech survey named location as their number 2 criterion for a match.

Time schedules. The protege's and advocate's schedules must be compatible so that the advocate can assist the protege when he or she needs help. Also, the advocate and protege must be willing to commit the necessary hours to get the job done. A short-term, high demand advocacy job may, for example, require more hours in a week than someone working full-time can give, even though he or she may be capable of the job and interested in it. Likewise, a long-term advocacy need requires a person who can make a long-term commitment.

Personalities. It is not necessary in a purely instrumental match that the parties like each other, and personal factors do not apply as much as they do in expressive matches. However, complementary personalities will positively affect the outcome of any match. For example, a reluctant, passive protege needs an advocate who is patient enough to keep encouraging and to refrain from dominating.

Assent. Both protege and advocate must enter the match freely and with the intent to do their part. The advocate must be willing to accept the assignment and to work with the particular protege; the protege must be willing to accept the advocate's assistance.

Demographic factors. Age, sex, race, and religion are factors when either advocate or protege cares about them. Age applies if the goal of the match is peer experiences. Coordinators have strongly preferred same sex matches because of the importance of modeling. If an advocate insists on a protege of the opposite sex, be sure to determine in screening that the motives for volunteering are acceptable. Religion may be important if the advocate and protege expect to attend church together. Race should be considered if lack of trust or prejudice is likely to interfere with a mixed race match. Demographic information can be obtained on the application and interest checklists and their importance to applicants discussed sensitively during an interview.

Prior acquaintance. Prior acquaintance of advocate and protege may also influence their matching. Frequently, informal relationships that existed previously may become official matches in a CA program. These matches should be analyzed using the same criteria for the matches the CA program initiates. One problem that often comes up in preexisting relationships is conflict of interest, as in the case of a staff member of an institution becoming fond of a resident and seeking to be his or her advocate. This person's loyalties to an employer may sometime conflict with the protege's best interests, and the match should therefore be discouraged.

THE MATCHING PROCESS

Matching is a continuation of screening. The matching process involves making a trial match after assessing protege needs, defining the advocate role and activities to meet the needs, and finding a suitable advocate. If possible, the trial match should be made within two to three weeks after a volunteer applies to be an advocate. Otherwise, interest wanes and dropouts occur. At the conclusion of the trial period, the advocate and protege can either finalize or terminate the match.

Identify Protege Needs

The referral and screening process reveals concrete information about how a potential protege may be served through the CA program and whether he or she wants an advocate. As the match should always be made on the basis of the protege's needs and be the least restrictive match possible, it is important to identify potential proteges by needs. The protege needs assessment (see Chapter 12) helps a CA coordinator define the protege's needs and determine what type of advocate role (see Figure 3) would best meet the needs. A file or list of protege applications by the types of roles needed may help a coordinator with matching, particularly if the coordinator is working on several matches simultaneously. Using a match worksheet (see the sample provided) also can help to pinpoint protege needs and corresponding advocate roles and skills.

To complete the first column of the match worksheet, the coordinator should identify the need of the protege as specifically and concretely as possible. For example, a person may need help for approximately six months while making the transition from a group home to a private apartment. The *role* needed may be "informal, instrumental-expressive, moderate demand." The specific *activities* needed may be help in finding an accessible, convenient, and inexpensive apartment and learning to keep a checkbook. Information about time schedules, location, personality, conflict of interest, and other relevant factors also should be recorded on the match worksheet.

A coordinator often may have more than one protege awaiting an advocate. As in other program areas, coordinators should focus on a few matches and do them well, rather than trying to do them all at once. Especially when they are inexperienced, coordinators tend to cause themselves much frustration by trying to match too many proteges simultaneously and match many proteges whose needs are the most difficult to meet. A new coordinator should select a few of the easier cases to begin with. Once the coordinator has some experience in matching, then he or she should try to match proteges with more difficult needs. Coordinators

Match Worksheet

Protege	**Advocate 1**	**Advocate 2**
Name ____________________	Name ____________________	Name ____________________
Address ____________________	Address ____________________	Address ____________________
1. Role needed	1. Role desired	1. Role desired
2. Activities needed	2. Activities desired	2. Activities desired
3. Location and schedule	3. Location and schedule	3. Location and schedule
4. Personality, skills, and interests	4. Personality, skills, and interests	4. Personality, skills, and interests
5. Referred by	5. Conflict of interest?	5. Conflict of interest?

Comments (potential problems and solutions; probable strengths of the match; limitations) ____________________

____

____

should not try to generate a large number of matches for the sake of numbers. Instead they should make as many matches as the program can support effectively.

Identify Advocates' Commitment, Skills, and Interests

The screening process for advocates reveals what kind of investment they wish to make (i.e., the roles and activities they prefer) as well as their skills and interests. A good match will take all of this into account. It is important to give an advocate some choice of volunteer roles; some advocates may want to do, through their volunteer roles, something quite different from their jobs and from their training or education. Their satisfaction in advocacy will be greater if they can be matched according to their interests (assuming they have the necessary skills), even if they have the skills to do something else. Sometimes, however, lack of confidence can be exposed as lack of interest. Advocates who underestimate their abilities may, with support from the coordinator, contribute more than they thought they could.

Potential advocates should complete an interest checklist (see the sample checklist) in order to choose or decline roles and activities. Parts A and B of the interest checklist let a volunteer select broadly the different kinds of roles and activities—advocacy activities or general volunteer activities—of interest. As the nature of the activities will be more meaningful after some training in advocacy, volunteers can complete it knowledgeably and realistically after one or two sessions of pre-match training. An alternative is to let volunteers complete the checklist along with the application and to discuss the choices during the screening interview. The screening interview is also a good time for the coordinator to find out about the volunteer's interests, hobbies, and skills.

Advocacy training reveals the advocate's personality, and this information is useful in matching. For example, some volunteers are temperamentally suited to working with proteges who are multiply handicapped. Other volunteers might cope best with a person who has only a speech communication problem, or is physically handicapped, or mildly mentally retarded. The skills and aptitudes of potential advocates are more readily apparent in training than on printed application forms. This information should be recorded in the advocate's file and on the match worksheet. Also, by going through training before matching, the potential advocate assesses whether he or she can be an advocate. Thus, it is a self-selection process. For these reasons, it is preferable to conduct some advocacy training before matching.

Sometimes, however, it may not be possible to offer training before matching. For example, if a volunteer is recruited and training will not be offered for three months, the coordinator must weigh the advantages that may be gained by postponing matching against the disadvantage of risking the volunteer's loss of interest. The decision depends on the individual. If the volunteer has reservations about how he or she might contribute or if the coordinator has reservations about the volunteer as an advocate, having the volunteer wait for training and think over the commitment to advocacy may be an advantage. But a volunteer who can understand the responsibilities and limits of advocacy easily and seems well suited for advocacy may be matched before group training. One type of training that can be used when training is not available is apprenticeship—the volunteer observes a meeting of an experienced advocate and protege and discusses it later with the advocate. Other alternative types of training might be individual orientation, independent reading, and films. Training will be discussed more fully in the next chapter.

Compare Roles, Activities, Interests, and Availability

The match worksheet (see the sample presented earlier) indicates at a glance whether an advocate-protege match is desirable on the basis of correspondence between roles and activities, availability, and personalities. The worksheet can be used to compare a protege and one or two potential advocates. If the worksheet shows a serious conflict in one or more factors, the coordinator should find out whether the conflict can be resolved before ruling out the match.

The worksheet helps the coordinator consider the match objectively. However, the coordinator's subjective judgments about how advocate and protege will interact also are necessary. Matching is a sensitive task, and experienced coordinators stress the importance of trusting their intuitions about whether a match will work.

Advocate Interest Checklist

The following information will assist us in finding the best placement in our program for you or in finding the best match with a protege. Completing all items is optional.

Part A. Volunteer Roles

A variety of roles is available to volunteers through the CA program. Please check which types of roles you prefer.

1. How would you like to help the CA program?
   - ______ ongoing one-to-one match with protege (citizen advocate)
   - ______ short-term one-to-one match to help a protege resolve a crisis (crisis advocate) or help solve a particular problem (advocate associate)
   - ______ volunteer to assist with administrative functions of CA program
2. If you are interested in an ongoing one-to-one match with a protege, please indicate the nature of the relationship desired.
   a. What focus do you want?
      - ______ focus mostly on practical, material problems (instrumental)
      - ______ focus mostly on friendship, communication, relationship, support, and love (expressive)
      - ______ focus on both practical purposes and friendship

   b. What type of a role do you want?
      - ______ formal (established by law, such as guardian, conservator, adoptive parent)
      - ______ informal (created by the consent of the people involved in it)
      - ______ either formal or informal

   c. What degree of investment do you wish to make?
      - ______ high — I am interested in making a substantial commitment of time, energy, and emotional involvement.
      - ______ moderate — I am interested in making a moderate commitment of time, energy, and emotional involvement.
      - ______ low — I prefer to make a limited commitment of time, energy, and emotional involvement.

Part B. Volunteer Activities

Following is a list of activities volunteers could perform with a protege through the CA program. Check "yes" if you are interested in performing the activity, "no" if not, "don't know" if you need more information or have some reservations. Under "comments" note special skills or the reason for reservations.

Advocacy Activities	Yes	No	Don't Know	Comments
Assist with money management				
Negotiate with schools on admission, placement, or program				
Participate in administrative hearings				
Assist with SSI applications and appeals				
Help a person find job training or employment				
Monitor the quality of services a disabled person receives				
Counsel in personal relations				
Obtain community services				
Obtain medical services				
Assist with zoning and licensure hearings				
Assist with applications for insurance, driver's license, etc.				
Negotiate with institutions				
Help with voter registration and securing social and political rights				
Other				

Volunteer Administrative Activities				
Train other advocates				
Assist with fundraising				
Conduct workshops for the public on citizen advocacy				
Assist with publicity				
Serve on the CA advisory committee				
Do clerical work				
Recruit volunteers				
Research legal rights, community services				
Other				

Part C. Protege Characteristics

Please describe the protege you would most like to help by checking for each item how much a particular characteristic matters to you.

	Strongly Prefer	Acceptable	Not Acceptable	Don't Care
Age				
under 18				
18-30				
31-50				
51 or older				
Physical handicap				
seizures				
speech impediment				
spasticity				
non-ambulation				
blindness				
deafness				
no physical handicap				
Mental handicap				
severe mental handicap				
moderate mental handicap				
mild mental handicap				
multiple handicaps (mental, physical)				
Residence				
institution				
group home				
living with parents				
independent				
Sex				
male				
female				
Religion				
specify				
Race				
white				
black				
brown				
Relationship potential				
capable of reciprocating				
nonreciprocating				
Other preferences or limitations				

Introduce Protege and Advocate

Before the advocate and protege are personally introduced, they should be given some information about each other that will help them understand what to expect. The following suggestions about what information to provide are based on guidelines by the Massachusetts Association for Retarded Citizens, Inc. (1977).

First, the coordinator should respect the privacy of both parties and should refrain from telling either person more than necessary about the other. However, the coordinator should tell each person enough about the other so that each person can form and state an opinion regarding whether the match seems appropriate. Sometimes it is hard to know where to draw the line between divulging too much about a protege and not telling enough to properly prepare the advocate. However, the coordinator will be able to share more with the advocate as the relationship progresses.

Second, the advocate should be told if the protege has any disabilities that may influence the type of activities they can do together. For example, the advocate should be informed if the protege must take regular medication which the advocate may be responsible for administering if they spend the day together. The advocate should know if the protege has any physical disabilities or overt behavioral problems.

If the match is purely instrumental, both protege and advocate may accept or decline the match on the basis of this information. An introductory meeting will help show whether the two parties will work together effectively. This meeting may take place at the advocacy office or at another place where the protege feels comfortable, such as the home or a restaurant. The coordinator can introduce the advocate and protege and can help ease any tensions or uncertainty. After the introduction, the coordinator should leave the advocate and protege alone so that the advocate does not feel a need to perform in front of the coordinator. The advocate and protege should explore the needs and possible strategies for meeting them. The first steps of action for meeting the needs and dates for taking these steps may be agreed on.

If the match is one in which the advocate and protege will become friends, the personal introduction before the trial match is essential and may go more slowly than in an instrumental match. While the initial meeting for an instrumental match will focus on the problem needing assistance, the initial visit for an expressive match will focus on letting the advocate and protege get to know each other personally. The following suggestions for helping that visit be successful are based on information from the Massachusetts Association for Retarded Citizens, Inc. (1977).

First, the coordinator should accompany the advocate to the protege's home or wherever the protege is most comfortable. The coordinator should introduce the advocate and protege to each other, and all parties should let the rest of the initial meeting take its own course. Since everyone may be a little nervous, it might be best to remain in the original setting. Other alternatives are going out for a snack or going to any other comfortable setting.

Second, if a protege lives in a group setting, it may be preferable to have the initial get-together in a setting away from the group home. If the get-together occurs in the group home, the protege may feel embarrassed or the other residents may be jealous of the attention the protege is receiving. If the get-together is planned for the group home, prior arrangements must be made with the house manager.

Third, if the advocate and protege seem to be enjoying each other's company and seem comfortable, the coordinator may want to leave. The coordinator should make arrangements to call or visit both parties soon to get their feedback.

Trial Match

After the initial visit, the protege or advocate may be confident about wanting to begin a trial match, may veto further interaction, or may be undecided. The coordinator can find out their reactions by contacting each privately by phone or in person. They should be encouraged to be honest, to talk openly and to be assured that to decline this match still leaves open the option of another match.

People who are undecided may ask for another visit to get better acquainted or for more time and information. Taking time to make a good match is better than risking problems with a bad match.

A trial match for four to six weeks lets the advocate and protege establish a relationship and confirm or deny the impressions of the introduction. The "trial" is also of the advocate's and protege's commitment to advocacy. Some find that while the theory of advocacy appeals greatly, the commitment to act is weaker. The feelings of hurt and rejection if a match is terminated are somewhat mitigated by knowledge at the outset that the match is tentative.

During the trial match, the advocate and protege make their own plans for activities, though they may consult with the coordinator. In an expressive match, these activities will be casual and social. In an instrumental match, the advocate and protege begin carrying out the strategies for meeting the need that they agreed on in the initial meeting. This is likely to be the most difficult time of the match for the advocate and protege because of their inexperience with each other. The coordinator needs to stay in close touch to provide necessary reinforcement and advice and to make sure that both are doing their parts to make the match work. The advocate should call the CA office after each encounter with the protege. The coordinator should call the protege periodically to get his or her feedback, too.

By staying in touch with advocate and protege, the coordinator will sense when they are ready to either terminate or finalize the match. An in-depth personal interview, similar to the screening interview (see Chapter 12), with the advocate and protege individually, is the best way to encourage them to share their honest feelings without fear of judgment.

Final Match

If, after the interviews and trial match, everyone agrees that the match should be finalized and if the coordinator is satisfied that advocate and protege will be responsible, the coordinator can grant the advocate full-fledged status. The coordinator should acknowledge this acceptance by letter welcoming him or her to advocacy and anticipating a good association together. The protege should receive a welcome letter as well.

At this point, the coordinator should make sure that the advocate understands his or her responsibilities as well as the support the CA program will offer. Some responsibilities, such as time commitment, will vary among advocates. Other responsibilities, such as participating in training, will be shared by all advocates. Table 12 in Chapter 12 summarizes some important points about advocate responsibility and CA office support that should be reviewed with the advocate.

The time of finalizing the match is also a good time to review the goals set for the match and progress made toward meeting them, and to set necessary additional short-term and long-term goals and objectives. The advocate and protege should do this goal setting together, seeking the coordinator's advice. If the protege is not mentally capable of goal setting, the

Goal Setting Agreement

Protege ____________________
Advocate ____________________
Type of advocacy role ____________________
Coordinator ____________________
Date of match ____________________
Today's date ____________________

Goal: an outcome or end result toward which effort is directed
Objective: a measurable set of activities to help attain a goal
Example: To gain independent living skills (goal)
To learn to ride the bus (objective)

Annual Goals	**Objectives**	**Date Achieved**
1. ____________	1a. ____________	____________
	1b. ____________	____________
	1c. ____________	____________
2. ____________	2a. ____________	____________
	2b. ____________	____________
	2c. ____________	____________
3. ____________	3a. ____________	____________
	3b. ____________	____________
	3c. ____________	____________

I understand the goals and objectives set forth above, agree that they are reasonable, and accept responsibility for doing my part in meeting them.

____________________ protege
____________________ advocate
____________________ coordinator

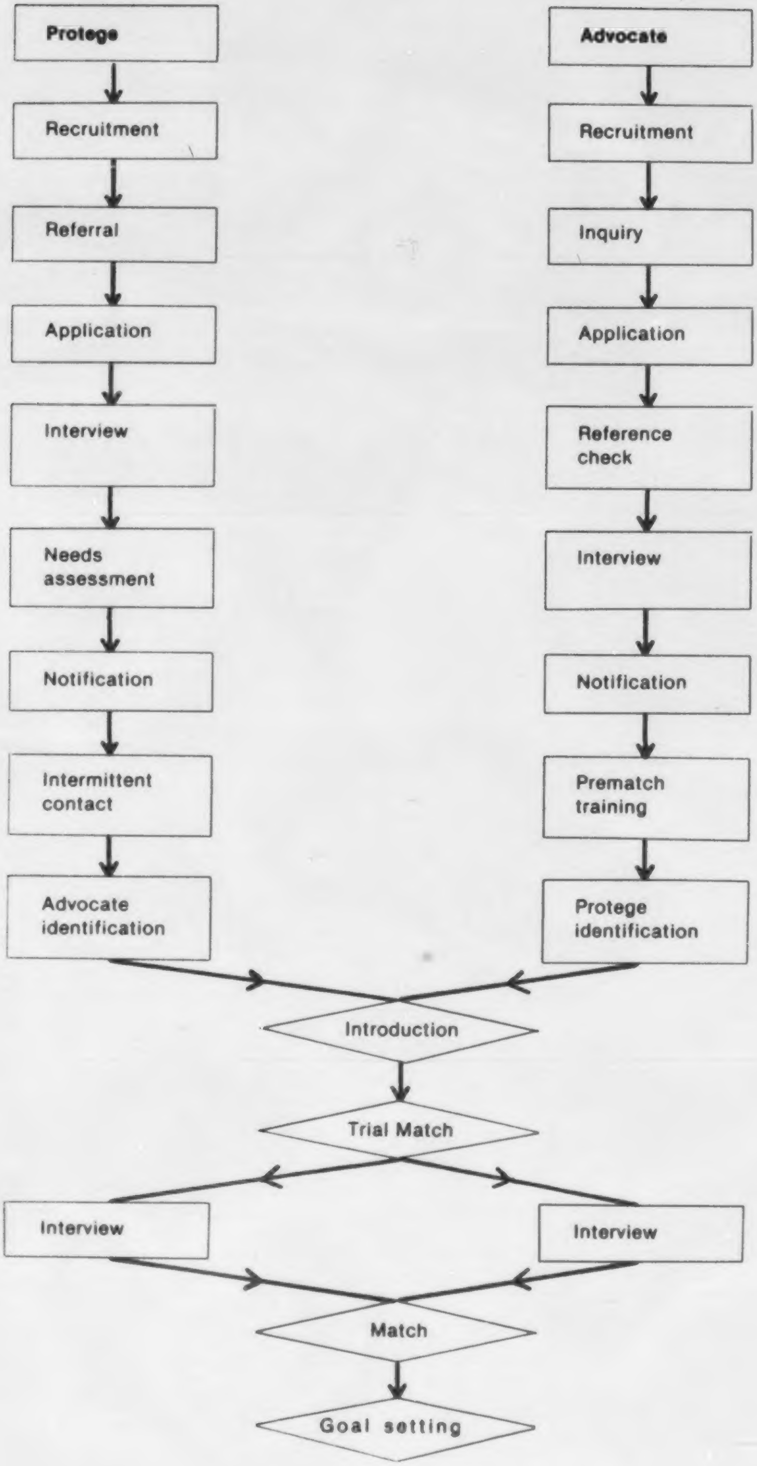
Protege
Recruitment
Referral
Application
Interview
Needs assessment
Notification
Intermittent contact
Advocate identification
Advocate
Recruitment
Inquiry
Application
Reference check
Interview
Notification
Prematch training
Protege identification
Introduction
Trial Match
Interview
Interview
Match
Goal setting

Figure 4. Matching procedure.

advocate and coordinator do the goal setting, making every reasonable effort to explain to the protege. The goals should be in writing to encourage advocate and protege to think them through, to establish limits, and to prevent misunderstanding. A sample form for goal setting appears below.

Termination

If, at the conclusion of the trial match, the advocate and protege have agreed to terminate rather than finalize the match, the coordinator should help the person rejecting the match to deal with any guilt by assuring him or her that it is better to terminate than to make promises that cannot be fulfilled. It is important to determine whether the problem has been with the match itself or whether the person has learned that he or she is unsuitable for advocacy in general.

The person who does not take the initiative in terminating the match also needs understanding and support to deal with feelings of hurt, rejection, and guilt. The coordinator should try to enhance the person's feelings of self-worth by explaining that any human relationship may not work out for reasons that have nothing to do with personal value. Answer questions about the reasons for the termination as honestly as possible without violating the other person's privacy and without hurting feelings further. It may be best to be forthright if the reasons had to do with personal behavior that can be modified. For example, an advocate whose procrastination, hot temper, or extreme passivity inhibited the match may benefit from appropriate training or from a different type of match. People should not rush into a new match, but they should be matched again as soon as possible before feelings of failure or inadequacy discourage them.

CONCLUSION

Matching is inseparable from recruitment, screening, orientation, and follow-along. Because there are different ways for volunteers to make their first contact with the CA program—through general recruitment, specific recruitment, referral, or self-referral—and because time may be critical for some types of needs, the sequence of steps toward matching varies, as do the intervals between steps. The outline in Figure 4 is offered to identify the different steps briefly rather than to establish a rigid procedure.

In cases where an advocate is recruited specifically for a protege, advocate and protege identification (providing information about the other party) may be simultaneous with recruitment. An advocate and protege with a relationship preceding advocacy do not need the formal introduction, but they do need to discuss with the coordinator the goals and limits of advocacy. Volunteers who have some knowledge and experience in developmental disabilities and advocacy may be matched before training. In a crisis, the match may follow immediately from referral. As a CA program develops a corps of trained volunteers who are able to handle crisis, immediate matches can be made because the coordinator has already screened the volunteers and knows their capabilities.

Whatever the sequence a coordinator uses in matching, the careful and deliberate procedure itself must not be compromised. As the foundation of citizen advocacy is the one-to-one relationship, establishing those relationships is a coordinator's most fundamental task.

RESOURCES

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Training

Volunteering to advocate for a developmentally disabled person implies caring and a sense of responsibility, but it does not necessarily mean that the volunteer is well informed about disabilities, sensitive to the problems of disabled persons, or skilled in interpersonal relations. Volunteers to disabled people reflect the same stereotypes and misinformation about disabilities as the population as a whole. They may believe that all people with epilepsy are retarded, that retarded people have criminal tendencies, and that the cause of autism is a rejecting mother. They may be surprised to find out that cerebral palsy, which causes one person to use a wheelchair, is manifest as a slight facial tic in another.

Training gives volunteers the skills and information to apply their caring and sense of responsibility. It helps volunteers recognize the skills they have and how the skills can be used. Unless necessary information is provided, realistic expectations set up, and skills developed, volunteers can quickly become discouraged and drop out.

Every new volunteer—whether rehabilitation specialist, lawyer, or day laborer—needs orientation and training in advocacy. Professional training and experience, while valuable resources for advocates and the citizen advocacy (CA) program, may actually interfere with advocacy if volunteers do not distinguish between advocacy for developmentally disabled people and the practice of their professions.

Training has these benefits for the CA program and for the advocates:

1. It gives advocates the skills to do the job of advocacy.
2. It helps advocates develop the personal satisfaction that comes from doing a job well.
3. When conducted in a group setting, it lets advocates develop supportive relationships.
4. It gives trainers a chance to get to know volunteers, which helps in matching and follow-along.
5. It motivates by demonstrating the program's interest in the volunteer's development and in the program's success.

6. It facilitates communication between the volunteer and the program by establishing a common vocabulary and common goals. This prevents the misunderstanding that can come from faulty assumptions.

Training, broadly defined, begins with the CA program's public awareness activities (see Chapter 10). Training continues with the selection interview (see Chapter 12), on-the-job experience, consultations between the advocate and coordinator, and conversations among advocates. Advocates on their own initiative may read or take college courses related to advocacy.

Almost all CA programs have some kind of group training for volunteers. Group training includes orientation, pre-match, and post-match training. Orientation has the purpose of informing people generally about CA, either for recruitment or public awareness. It is a one-time session, lasting one hour or less, and may be presented to a club, university class, or other group expressing interest. Some advocacy programs have regularly scheduled orientation sessions at the program office where interested people can drop by to learn more about advocacy. Orientation covers the advocacy program's purpose and goals and the role of advocates in meeting them. The leader tries to make the concept as concrete and appealing as possible, perhaps by profiling the accomplishments of an advocate-protege pair or by showing a film on citizen advocacy (see resource list in Appendix A).

Pre-match and post-match training differ from orientation in that their primary purpose is to prepare volunteers for acting as advocates. Training programs generally take place in several sessions over a period of time or in a day-long workshop. Volunteers in training have made at least a tentative commitment to becoming advocates and are interested in learning how to do it. Pre-match training covers the information and skills essential to the advocate before the first contact with a protege. Additional training may appropriately take place after the match, when the advocates' experiences let them derive very practical benefits relevant to their own matches.

Not all CA programs have an adequate number of volunteers and trainers to provide group prematch training as regularly as there are recruits. An excellent alternative is apprenticeship. A new volunteer is assigned to be an apprentice to an advocate whose advocate role is similar to the role the volunteer expects to assume eventually. The volunteer in training accompanies the advocate and protege at their meetings. The new and experienced advocates later discuss what happened and why. The experienced advocate should explain in advance to the protege why another person might join them and get the protege's permission.

GROUP TRAINING

Volunteers approach training as adults and expect to be treated as adults by the group facilitators or leaders. Anything in the training environment, procedures, or leader-trainee relationship that makes them feel like school children may provoke negative feelings. A successful training program shows respect for the volunteers and their life experiences and knowledge by encouraging their participation in the design and conduct of training.

For example, conducting training in an informal environment, such as a reception or conference room at the CA program office or even a volunteer's living room, is better than in a classroom. Coffee or other refreshments help create a friendly, adult atmosphere. Sitting in a circle rather than rows encourages congeniality and discussion.

Trainers should think of themselves as resource persons rather than as experts. A healthy attitude is that no one knows all the answers and that these training sessions are good learning experiences for leaders, too.

A variety of training techniques can be used (see Table 13). Many coordinators have found that having experienced advocates and proteges help conduct the training makes the information concrete to the learners.

Adult education experts urge that learners participate actively in the individual training sessions as well as in designing the course as a whole. Sometimes learners accustomed to passively listening and to being controlled by a leader are unnerved by the freedom and responsibility for self-direction. They may complain, "just tell us." But the benefits of their active participation in their own training—especially self-reliance, judgment, and practical knowledge—make worthwhile any necessary efforts to bring about participatory training. At the same time, the leader must sense when to provide enough direction so that the training does not wander aimlessly.

The content of the training will vary from program to program and within programs,

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Table 13
Training Techniques

Technique	Use	Key Points	Subject Example
Brainstorming	To identify alternatives for problem-solving and decision-making To allow for participation of all trainees To stimulate interest, group discussion, lecture/lecturette, or small-group activities	Record all ideas as rapidly as possible Do not permit judgment or discussion	Ways of dealing with the community's resistance to a proposed group home
Case Study	To allow trainees to apply previously learned knowledge To develop analytical skills To give trainees opportunity to try out different ways of confronting a situation with immediate feedback To help trainees recognize information gaps	May be written, oral, or filmed Narrow the topic down to a concrete problem Be realistic and clear Be interesting Do not make the solution obvious, but the case should require some immediate action	A parent's complaint that a child's school placement is inappropriate
Demonstration	To teach trainees how to perform a task or use a procedure To promote trainee self-confidence To stimulate interest To give alternate solution when oral or written description is difficult to visualize	Make time for all trainees to practice Use practical problems Gear to available equipment Break the process demonstrated into steps	Helping a person in a wheelchair get into a car
Discussion	To get interaction in groups To identify needs, interests To allow all trainees an opportunity to participate To develop reasoning ability To encourage questions	Watch out for trainees who dominate the discussion Draw out timid trainees Keep the topic in focus Maximum group size of 15	The pros and cons of mainstreaming

Field trips	To observe proteges in everyday activities To shape attitudes To provide concrete information	Observations should be shared in training session Don't overwhelm new volunteers with too much at one time	Deinstitutionalization: how handicapped people live in the community
Lecture	To present facts	Follow with question-answer session and discussion	Characteristics of mental retardation
Panel discussion	To present facts To present different viewpoints	Give each panel member time for a brief prepared presentation Follow with discussion among panel members and among panel and trainees	Approaches to advocacy
Role-playing	To develop perception, empathy, and self-awareness To develop communication skills To let trainees learn by doing	Observers take notes on how actors communicated; effects of facial expression, tone, etc. on responses Follow up with discussion of strengths of interchange and areas for improvement	Handicapped worker—employer relations

NOTE. Adapted from *Training the Volunteer Coordinator: A Course Handbook*, by the Vancouver Volunteer Centre (Vancouver: Author, 1977), pp. 40-42, and in *Volunteer Training and Development: A Manual* (Rev. ed.), by Anne K. Stenzel & Helen M. Feeney (New York: The Seabury Press, copyright © 1976), pp. 128-144, and used by permission.

depending on the volunteers' experience and their expected advocacy roles. Most programs develop or acquire a plan for basic training of all advocates to which they can add topics as advocates show the need or interest. Advocates need to understand that all persons, handicapped or not, have the ability and right to grow and develop. Besides communicating this basic attitude, the emphasis in training should be the development of skills that will enable advocates to act effectively. Fact mastery is important when it helps advocates take the right actions, but it is not an end in itself. More important than learning facts is learning how to find them when they are needed.

In planning a training program, a coordinator should begin by setting goals (see Chapter 8) for the training. The coordinator should analyze expected outcomes of training and advocates' capabilities before training begins; then training should be designed to bridge the gap. Experienced advocates and proteges can advise on whether their needs are being met or whether additional or different training is needed to help advocates do their jobs. The coordinator, experienced advocates, advocate trainees, and proteges should all be involved at some point in setting goals and helping design the training.

PRE-MATCH TRAINING

Volunteers are eager to become advocates and may lose enthusiasm if they are delayed by too extensive a training program. Ideally a volunteer is matched within two to three weeks after screening. This period of time should make it feasible, if the schedules of trainer and volunteers can be coordinated, to conduct two pre-match training sessions.

Convey Basic Information

The primary purpose of pre-match training is to cover the information and skills that a volunteer will need to make the first contact with a protege successful. Most volunteers have some practical questions before they are matched with a protege. Typically they want to know what their responsibilities will be, how much time advocacy will take, what expenses they can expect, their potential liabilities, and what kind of support the program will provide. They want a concrete idea of what they will do as advocates. Each volunteer was briefed on these topics during the screening interview (see Chapter 12). The trainer should discuss them more fully now and provide realistic answers to the volunteers' questions.

Volunteers are also likely to ask questions about the CA program during pre-match training. They need to understand the basic principles of CA and the full range of CA roles (see Chapters 1 and 13). They need to know what support the CA program will provide and what other resources are available in the community to assist advocates and proteges.

Depending on the nature of the developmental disabilities of the people the volunteers will be working with and on the nature of their roles with proteges, it also may be a good idea to provide some practical pre-match training in communication skills. Some volunteers may wonder what they should say to a protege who does not know appropriate verbal responses or whose attention span is extremely short.

If advocates will counsel proteges on legal matters or major life decisions, they should know about rights and abilities before they are in a position to influence proteges.

Facilitate Screening and Matching

Other purposes of pre-match training are to facilitate screening by giving the volunteer a chance to develop some self-awareness (see Chapter 12) and to facilitate matching by giving the trainer a chance to get to know the volunteers and their strengths (see Chapter 13). Another guideline for determining what to include in these early sessions, therefore, is to allow for sufficient contact between the leader and volunteers and opportunities for the leader to observe the volunteers' reactions to different situations. Training should be 50% imparting information and 50% learning about the volunteers. All volunteers should have the chance to participate actively in some training exercises, if only by asking questions and participating in discussion. The leader needs to draw out any quiet volunteers. Their commitments and reactions in the group training session will often tell the leader different things than a personal interview.

POST-MATCH TRAINING

Some CA programs do not conduct systematic, group, post-match training. Instead they provide information on proteges' situations and how to advocate in response to individual requests from advocates. For example, if an advocate is matched with a retarded protege who wants to learn daily living skills such as how to count money, the coordinator might recommend to the advocate a curriculum for teaching such skills to a retarded person. Or if a protege has cerebral palsy, the coordinator might suggest to the advocate some readings on positioning and other ways of assisting a person with a neuromuscular condition. (Examples of curricula and readings are included in the resource list of this chapter.)

In other programs, several post-match, group training sessions are conducted. Holding group post-match training is a good way for the program and advocates to keep in touch. It can therefore provide support and contribute to motivation. Not everyone recruited at the same time has to go through training at the same pace and time. If a program frequently has single recruits and the coordinator does not want to delay matching them by waiting for a training group, pre-match training can be provided individually or through apprenticeship, and group post-match training can be conducted two or three times a year when there are enough new advocates to form a group.

Provide Information Needed by Advocates

The CA coordinator should identify areas of post-match training needs based on requests from advocates and surveys of advocates and proteges. Advocates may want further training in the range of skills available for meeting the advocacy needs of proteges. For example, advocates may want to learn to be more assertive or to teach assertiveness skills to their proteges. Or advocates may want to learn about negotiation or other strategies for taking action on behalf of a protege. Or they may wish to explore attitudes, values, and ethics related to handling advocacy dilemmas.

As much as possible, advocates should help plan and conduct training. If other sources of training are available in the community, the coordinator should identify and use them.

TRAINING CURRICULUM

This chapter has outlined an approach for training volunteers in a CA program. Preparing for a specific training curriculum takes a good bit of time and energy. Several materials exist that can be used or adapted. A curriculum, *Action Through Advocacy: A Manual for Training Volunteers,* is available through Texas Tech, and is flexible enough to be used for training expressive advocates as well as for training advocates in the basic techniques of representation. Many CA programs in the United States and Canada have successfully used the ARC materials, *Avenues to Change* and *A Coordinator's Guide for Training Citizen Advocates,* which can be easily supplemented by programs which serve people with handicaps other than or in addition to mental retardation. *Citizen Advocacy Resources* lists many other materials that can be used wholly or partly for your curriculum. Groups other than citizen advocacy which use volunteers may have curriculums that can be adapted for training advocates.

CONCLUSION

The time and effort required to prepare and conduct a practical and stimulating training program will be repaid many times. The program will have competent advocates who can make decisions and take actions on their own without depending on the coordinator to guide them at each step.

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Follow-Along

Follow-along refers to the ongoing relationship, in addition to any systematic post-match training, between the citizen advocacy (CA) program and the advocate and protege once the match has been made. The coordinator's role is to provide consultation, assistance, and support to the advocate with the goals of helping the match succeed in meeting the protege's needs, building a working relationship with the advocate, and helping the advocate develop skills and achieve satisfaction in advocacy. The advocate's role is to use the resources of the CA program and to provide information on the progress of the match.

A CA program has an obligation to follow along an advocate-protege match to see that a protege's needs are being met. The proteges are the primary reason for follow-along, just as they are the reason for the match and for the CA program in general. Regardless of the abilities that advocates bring to advocacy, they will at times reach the limits of their resources and need to seek both motivation and practical support from the CA program staff. Moreover, the CA coordinator needs the information gained in follow-along for evaluation and for demonstrating program effectiveness to funding sources and other supporters.

WHEN TO PROVIDE FOLLOW-ALONG

Volunteers need different types and amounts of follow-along, depending on the type of match, their personal tendencies toward independence or dependence, their training and experience, and how long the match has been in effect.

First One to Two Months

During the trial match (first one or two months) many CA coordinators want to be in touch with the advocate each time he or she contacts the protege, or at least weekly. The advocate is learning to feel comfortable in a new and different relationship and may have many questions. Advocates at this time need advice about whether their responses to given situations are appropriate and about what to do next. The coordinator needs to be friendly, supportive, and encouraging. The advocate must feel free to raise even the most trivial worries without feeling silly.

A very critical period for advocates is four to eight weeks after they have first been matched, and they may need special attention and support from the coordinator at this time. Advocates frequently begin their matches with enthusiasm, energy, idealism, and with some specific ideas for what to do. About six weeks after the match, the initial burst of enthusiasm may fade, and unless the friendship with the protege has really developed, advocates are likely at this time to feel discouraged. Many advocates can be helped through this down period and go on to enjoy long-term relationships. Coordinators can help by pointing out that their feelings are normal for advocates—indeed, for volunteers in many kinds of work—and by encouraging the advocates to try their matches for a while longer. Some concrete suggestions for advocate-protege activities at this point will also be welcome. The advocates should be commended for what they have done so far, and for future accomplishments that are anticipated.

After the Trial Match

The advocates' need for support and advice should wane as they gain experience, unless there is some crisis or unusual circumstance. It is not desirable for the coordinator to maintain the same close relationship with advocates as during the trial match because such a practice makes advocates too dependent and is too time-consuming for the coordinator. The frequency of contact with advocates will depend on the type of match, the advocate, and the requirements established by the board or funding sources for periodic statistical reports. Friendship matches require less support than problem solving matches, and independent advocates and people with training or experience in developmental disabilities require less contact than people with a need for constant reinforcement.

Many CA programs ask for brief monthly reports from advocates. The purposes of such reports are:

- To keep the lines of communication open between the advocate and the CA program so that advocates will feel free to ask for assistance when they need it.
- To motivate advocates by showing interest, providing feedback, and recognizing achievements.
- To make sure the protege's needs are being met.

These reports can be made by phone, in writing, in person, or in group meetings (see the discussion of methods below). Advocates should not be hassled for unnecessary reports; through experience, the coordinator will learn how frequently to ask for reports.

Six-month review. After six months in a match, an advocate and protege have had time to develop a personal relationship and to establish how well they will work together. This is a good time to talk with the advocate in more depth than the monthly reports to determine the relationship's strengths and possible ways of improving it. This review may be most satisfactory if the coordinator conducts it in person. The atmosphere should be friendly and supportive rather than evaluative. This is a good time for the coordinator to contact the protege also to find out whether he or she is happy with the match.

Long-Term Follow-Along

Much of the long-term follow-along, after the first six months of a match, will be initiated by advocates seeking assistance with specific problems and identification of resources. In addition, the CA staff should maintain periodic contact with advocates. There is a great deal of difference among CA programs in the frequency and type of follow-along after the first six months. Some programs continue to require monthly reports through the duration of the match, while others require little contact except in crisis or problem situations. The governing board and funding sources will probably need to know how many matches are in effect and some of their characteristics, such as frequency and type of contact between advocate and protege. If reports are required quarterly, for example, the coordinator will need to contact advocates at least every three months. Some personal contact with advocates, at least annually but more frequently for matches with complex needs or for advocates who need motivation and support, is necessary to keep the relationship between the CA program and advocates solid.

An annual review of goals for the match is a good way of helping to keep the match vital and effective. Coordinator, advocate, and protege should review existing goals for the match, identify progress made, and determine whether any changes are needed. The extent to which the coordinator participates in such a review will depend in part on the nature of the match; if the match is purely for friendship, the coordinator must be careful not to intrude on a private relationship. Nevertheless, it is reasonable to know in general the expectations for the match and whether they are being fulfilled. A review is an opportunity for the coordinator to help the advocate and protege and to acknowledge achievements. It should be approached in a friendly and supportive rather than evaluative way.

When there are objectives that have not been achieved, coordinator and advocate begin by reviewing the plan itself rather than assuming failure. They can ask:

Were the objectives too ambitious?

Were the strategies inappropriate? For example, perhaps the wrong people were involved, or perhaps one necessary step was omitted.

Were the target dates unrealistic?

Are the evaluation measures inappropriate? Perhaps the objective as stated has not been met, but a good evaluation can show that some preliminary steps have been successfully taken.

If all the parts of the plan—goals, objectives, strategies, evaluation methods—are judged sound, and the reason for not meeting objectives is the advocate's performance, advocate and coordinator need to discuss reasons for inadequate performance and ways to correct problems. For example,

Is the advocate adequately trained to do the job, or is he or she floundering for lack of information or experience?

Are advocate and protege personally compatible, or is there some tension between them that interferes with their working together?

Are there personal problems, such as illness, new job, changed economic status, that have changed the advocate's ability or willingness to advocate?

Does the advocate feel unappreciated and unrewarded?

Has the advocate lost interest in advocacy because expectations have not been fulfilled?

Based on responses to these and other questions, advocate and coordinator can determine whether the basic problem can be resolved and how. For example, if the problem is inadequate training, explore the responsibility of additional training either through the CA program or through community resources.

An interview, at least annually, with the protege is a good idea, too, if the protege is reciprocating, because one cannot just assume that a match made for the protege's sake can be adequately evaluated by coordinator and advocate. The coordinator needs to discover the protege's satisfaction with the match and assessment of progress made. The protege's performance should be assessed with regard to his or her responsibility for making the match succeed. For example, was the protege cooperative or too demanding? Does the need for an advocate still exist? The coordinator should take seriously the protege's suggestions for objectives and ways of meeting them.

METHODS OF FOLLOW-ALONG

According to the information provided by CA program coordinators in the 1978 Texas Tech survey, most programs use more than one method of follow-along. The goals of all the methods are to find out what activities the advocate and protege have undertaken during the report period and with what results, to discuss any problems and potential solutions, to discuss plans for the next period, and to provide encouragement. Some of their methods are described below.

Phone Contacts

Most coordinators use monthly phone contacts with advocates as a way of staying in touch. Preferably, these contacts are initiated by the advocate rather than by the coordinator. To avoid being interrupted constantly, the coordinator may set up a schedule of contacts. For example, if there are 40 advocates, the coordinator might encourage ten of them to call each week and request that calls be made in the late afternoons. The Massachusetts CA program encourages advocates to form the habit of calling the office by requiring during the trial match, that they phone after each meeting with the protege.

Phone calls give advocates a chance to ask questions and discuss any situations that bother them. The coordinator can respond immediately, giving encouragement or asking for more information. Phone calls can be friendly and informal, so that the advocates feel comfortable raising questions or problems.

A disadvantage of phone contacts is the difficulty of making accurate records of the advocate's report. A simple checklist form may help the coordinator record the essence of the conversation. Other disadvantages of phone contacts are the possible difficulty of advocate and coordinator reaching each other, and the amount of the coordinator's time required to keep in touch with all advocates.

Written Reports

Many CA programs require advocates to submit periodic (monthly or quarterly) written reports, describing activities with their proteges and results of the activities. Coordinators reported in the Texas Tech survey that it is difficult to get advocates to submit these reports regularly. There are some advantages to written rather than oral reports: they are permanent, in the advocates' own words, and may require advocates to look more closely at what they are doing than does a spontaneous phone conversation. A disadvantage is that written reports are one-way communication. Also, they may be completed hurriedly rather than thoughtfully and provide information that is too general to be meaningful. If written reports are used, several things can be done to increase the odds of advocates' completing them regularly and meaningfully:

1. Relate them to the written objectives for the match which advocate and protege have set. This helps advocates see their activities in terms of results and to measure some progress.
2. Combine written reports with personal interviews in which advocates' accomplishments are discussed and goals are set for the next period.
3. Let advocates know how the forms are being used by responding—verbally, by phone, by memo—to what is in them. In other words, use them for motivation and support of volunteers as well as for getting information.
4. Design forms that are simple and easy to fill out. A sample appears below.

In some programs, the staff members take the initiative to telephone the advocates and complete written reports based on information obtained by phone. The advantage of this approach is that the staff members assume the burden for information gathering and relieve advocates of the paperwork. The disadvantage is that advocates may not take as much time for reflection during a phone conversation as they might if they wrote the reports themselves.

Personal Contact

Sometimes a personal visit, over coffee or at the advocate's home, is the best way to make the advocate feel comfortable and free to ask for suggestions or to share worries and successes. Such a visit can be productive both in yielding the ideas and information that can help an advocate become more capable, and in motivating the advocate by showing interest and support. A personal relationship with the coordinator helps an advocate receive and accept support.

Discussion Sessions

Some programs schedule periodic discussion sessions for advocates, or perhaps for advocates and proteges. These sessions are informal, though to prevent a barrage of comments that are not followed up, a leader may guide the discussion. These sessions give advocates a chance to discuss any problems they may have had in their matches and talk about what they have done to solve them or solicit the suggestions of other advocates. Such sessions help the advocates in their matches by yielding concrete ideas for action and building relationships among advocates; they also are a good way for CA staff to get a feel for what the advocates are doing well and what their needs are. Advocates or proteges might suggest areas in which they want special assistance, and resource people could be brought to the session to help.

Social Events

Picnics, dances, or parties, either for advocates alone or for advocates and proteges together (depending on the event's purpose) build goodwill among volunteers and between

Periodic Advocate Report

Since you are very important to the citizen advocacy program, we need to keep in contact with each other on a monthly basis. We realize you are very busy and your time is valuable; however, would you please check your answers to the questions below and return this report as soon as possible? You are welcome to add any comments.

1. Your name ______________________________
2. Your protege's name ______________________________
3. How often did you contact your protege this month?
   - ______ once a week
   - ______ twice a week
   - ______ more
4. Did you visit your protege in person?
   - ______ once every two weeks
   - ______ once a week
   - ______ more
5. What activities did you and your protege do?
   - ______ recreation
   - ______ visiting places of interest
   - ______ movies
   - ______ shopping
   - ______ trips
   - ______ protege's home
   - ______ church
   - ______ other group or organizational meetings
   - ______ other (specify)
6. You may find it helpful for you and your protege to set a goal to work toward each month based on your protege's needs. If so, please write your plan below.
   - a. Goal for past month ______________________________
     ____
     Activities to meet this goal ______________________________
     ____
     Successful?
     - ______ yes
     - ______ somewhat
     - ______ no
   - b. Goal for next month ______________________________
     ____
     Comments ______________________________
     ____
7. Can the citizen advocacy staff help you? We want your ideas, problems, and comments. ______________________________
   ____
   ____

NOTE. Adapted from "Monthly Activity Summary Report" by the Eastern Missouri Citizen Advocacy Office, St. Louis, and used by permission.

them and the staff. These events help staff-advocate relationships by showing the staff's interest. Staff members also seem more approachable when volunteers know them personally and informally.

Newsletter

A newsletter lets advocates know about the program as a whole and builds a sense of belonging (see Chapter 10). The newsletter can be written informally and reproduced inexpensively; in fact, such a style may be more personally appealing than a slick production. Profiles of advocate-protege relationships are especially interesting. By reporting success stories, the newsletter can build pride in the program among volunteers and also give some practical suggestions for advocate-protege activities and solving problems. The privacy of both advocate and protege should be respected and their approval obtained before the story is printed.

Advocate Pairings

A few programs have experimented with pairing advocates, especially those who have similar types of matches, to keep in touch with each other and to act as one another's sounding boards when there are problems or to share successes. A number of programs pair youth advocates with adults, but some pair adults as well. In these adult pairings, unlike the adult-youth pairs, neither advocate is designated leader. Advocates may feel freer to discuss their matches with a partner than with the CA staff, and the brainstorming they do with each other saves some of the coordinator's time.

THE ADVOCATE-COORDINATOR RELATIONSHIP

In citizen advocacy, the relationship between coordinator and advocate differs from the relationship between supervisor and volunteer in other volunteer programs because the advocate volunteers to the protege, not to the CA program. In the case of a conflict of interest between the CA program and the protege, the advocate is trained to be loyal to the protege. The coordinator has no authority over the advocate deriving from organizational structure of CA. The respect and trust that ideally an advocate and coordinator show for one another come from a mutual interest in the success of the match and of the CA program and a recognition of the advantages of working together cooperatively. This idea of the relationship may be discussed in training, and it may be reinforced by the way the coordinator interacts with the advocate.

One reason some advocates are attracted to volunteer is the chance to act on their own initiative and the chance to have an important responsibility. Their motivation may cease if the coordinator is authoritarian or restricts the advocates' freedom to act. The coordinator must know what is taking place in the relationship in order to provide guidance when necessary, prevent missteps, and keep records that the board of directors or funding sources may require. Because the coordinator will often have an advantage of experience and expertise over the advocate, he or she may too readily take charge, and the advocate may too readily defer. This situation creates a dependent advocate, who is in fact no advocate at all. It also creates a Super Advocate of the coordinator, who is in charge of all proteges though technically each has an advocate. If coordinators allow themselves to get trapped in this situation, they are making poor use of volunteers, are risking burning themselves out from too many responsibilities, and are compromising the principle of citizen advocacy that an advocate can only represent one person's best interests.

Providing good training for volunteers will increase their competence and decrease the likelihood of their turning to the coordinator for making all decisions. When advocates seem particularly lacking in confidence, the coordinator can foster their independence by seeking their recommendations for action (even if a solution seems obvious), complimenting their good ideas, and refraining from taking charge until the advocates have exhausted all of their own resources. Sometimes a frank discussion of the relationship is the best way to make it clear that the coordinator trusts the advocate to act independently.

An opposite problem can be an overly independent advocate who fails to keep the CA program informed about activities with the protege. This can be an especially big problem if an advocate does things that cause trouble for the CA program. As in any situation, it is better to prevent the problem by making it clear in the initial agreement with the advocate that monthly contacts are essential and explaining why. Then be assertive in staying in touch with the advocate and seeking out the needed reports. If the advocate does not cooperate, a face-to-face conversation may be a means of reaching understanding.

There are no firm rules about how free an advocate is to act without the CA program's knowledge because of the variance in programs, in management styles of coordinators, and in individual advocates' judgment. The important rule is to let advocates know exactly what is expected. For example, if advocates are expected to call the CA office at each step of the problem-solving situation, the coordinator should tell the advocates, preferably in writing. If a monthly general report is all that is expected, the coordinator should let them know.

Intervening in Matches

In spite of the cooperative relationship between the coordinator and advocates, there may sometimes be a disagreement about the approach to advocacy and about the "best interests" of the protege. These disagreements may be resolved by a conference between coordinator and advocate, including the protege if he or she is able to participate. This conference should focus on goals for the match and strategies, as opposed to personalities. Those present should review goals in light of

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the protege's strengths and needs and be as objective as possible in assessing results of the different strategies undertaken by the advocate. They should reach for understanding of the different points of view and, through understanding, some agreement.

When there is disagreement, the advocate is less likely than the coordinator to have conflicts with the best interests of the protege. The coordinator may put the interests of another protege or of the CA program above the interests of the advocate's protege. On the other hand, the coordinator, by virtue of training and experience, may have more insight into the implications of a given action. There are no concrete guidelines for resolving these "gray" issues; they need to be explored in an adult way by the coordinator and advocate. A third party may be helpful in keeping the discussions and decisions objective.

If problems in a match cannot be resolved through discussion, terminating the match is an option. The program's right to terminate a match should have been explained to all advocates when they were matched. The advocate should be given a chance to appeal to an appeals board and the possibility of re-establishing the match if the problems are resolved can be left open. The Association for Retarded Citizens lists the following reasons for considering termination of the relationship:

- The advocate does not have sufficient time to spend with the protege
- The advocate did not follow through with the relationship and let it drop after the initial visit
- The advocate has proven in some way to be a bad influence on the protege
- The advocate feels that he or she cannot maintain the relationship in a beneficial manner to the protege
- The relationship is having a detrimental effect emotionally on either the protege, the advocate, or both
- The protege does not feel that the advocate is suitable
- The protege no longer needs an advocate

Sometimes the need for coordinator intervention in a match is absolute. Examples are abuse of a protege by an advocate or improper sexual advances. Even on the basis of hearsay, a match with these problems should be halted, at least temporarily, until the situation can be clarified. When the advocate refuses to cooperate and there is a chance that the advocacy match presents the danger of physical harm, as in the cases of abuse or molestation, a last resort is a court injunction. The state Protection and Advocacy agency should be able to help with problems of this type.

MOTIVATION

To find out what motivates volunteers in advocacy, the authors of this book picked randomly about 40 active advocates in programs around the country and asked them to define their rewards. Almost all of the responses are variations of two themes:

- Friendship: sharing the affection and trust through a good human relationship; pleasure in watching someone grow
- Success: the feeling of accomplishing something

Both success and friendship are rewards intrinsic to the advocate-protege match. That is, they are not external (granted by some third party); and they are not artificial or tokens (as is a paycheck). Rather, they are feelings that follow naturally from advocating well.

If advocates themselves say that success and friendship are the rewards of advocacy, it makes sense for a CA program to focus its efforts at motivation on helping volunteers achieve and recognize these rewards.

Friendship

Advocates described in the following ways their pleasure in giving and receiving affection and in watching their proteges grow:

"You gain a friend."

"My protege's excitement over the simplest things we do is very heartwarming and a reward in itself."

"You feel very rewarded because a mentally disabled person expresses himself very freely and honestly. Also, you never realize how much you are needed until you work with one child."

CA coordinators cannot create friendships between proteges and advocates by any magic formula, but by matching carefully, providing practical training and other supports, and making it clear what the expectations and limits of the match are, they can raise the chances that the relationship between advocate and protege will develop into friendship.

The fact that friendship means so much to advocates suggests some practical applications:

- a. Make the potential for a friendly relationship an important criterion for matching, even when the match is conceived of as instrumental.
- b. Encourage social activities early in the match, then gradually get into some of the practical matters (depending of course on how urgent are the needs for intervention).
- c. Organize some advocate-protege social activities for the whole CA program.

Some profoundly retarded or autistic proteges offer less potential for expressing their feelings of friendship than reciprocating proteges, though an advocate can surely build a meaningful relationship with a nonreciprocating person. CA staff and other advocates can partly make up the lack through friendships they develop with such an advocate. Even if affirmation and affection do not come from the proteges themselves, they can be strong motivators for giving. To help develop friendship among staff and advocates and among advocates themselves, some CA programs conduct social activities and print an advocate directory with phone numbers and addresses.

Success

An advocate's success is really the protege's success. The advocate can see that as a result of his or her efforts, a protege gains opportunities, capabilities, happiness, financial benefits, a better habilitation plan—whatever has been the goal. Here is how some advocates have defined the reward of success:

> "I feel a deep sense of satisfaction when my protege has learned something, such as learning how to count money. The day she picked up different pieces of money and told me what they were, I knew I had done OK."
>
> "The greatest reward for me has been watching the personality of my protege change from one of rebelling, discontent, mistrust to one of self-confidence, happiness, and contentment. My hope for the future is to help her want to become semi-independent."

Coordinators and other CA staff can help advocates and proteges achieve success through various supports, such as consultation, resource identification, and training. But one of the most important things they can do is help advocates and proteges set realistic goals (the measures of success) and help them recognize their accomplishments. The inverse of feeling successful, discouragement, often follows trying to do too much too fast.

In both examples above, the advocates cite major achievements, but both also took pleasure in successes along the way. In the first example, the advocate probably had many moments of satisfaction during the time her protege was learning to count money, such as when the protege identified a single coin. Advocates who think only of the overall goal without recognizing small achievements may become discouraged even when they are succeeding.

In the second example, the advocate observed a personality change—no doubt the result of months of efforts and gradual changes. Her next goal may be a first step on the way to a major goal of deinstitutionalization; however, she recognizes the need to begin with making her protege aware of how semi-independent people live and thereby giving the protege a concrete understanding of how she might live, too.

Recognition

CA staff members play an important role in helping advocates recognize their successes. The recognition that the staff gives informally and spontaneously provides essential information to advocates; it lets them know that they are proceeding correctly and accomplishing the things they agreed to do. In any supportive relationship, a person acknowledges someone else's achievements by showing interest and by giving verbal praise. In the CA program, staff members can recognize (and thereby motivate) advocates in these ways:

1. Know the names of the advocate and protege and keep up to date on the details of the match. When an advocate phones for assistance, don't say, "Tell me again who your protege is and what you are working on."
2. Be friendly and courteous. The coordinator-advocate relationship is friendlier than a purely professional relationship, and when an advocate comes to the CA office, it's nice to ask how the kids are doing or how the math class is coming.
3. Show respect for the advocate's efforts and ideas. The coordinator is the consultant, not the boss.
4. Initiate phone calls or written notes about an advocate's accomplishments or a

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protege's progress. An unexpected phone call with a message like this can help make an advocate feel terrific:

> "I was out at the state school this morning and was so thrilled to see your protege, Joe, playing checkers with another teenager. You have done such a good job helping him with interpersonal relationships."

A written note with a similar message, done in a friendly and spontaneous way, may be even more effective than a phone call.

5. Give an advocate and protege publicity in the CA newsletter by highlighting their match. This match profile has the important purpose of giving information and ideas to other advocates and proteges, but the motivational value is also clear.

Formal recognition of advocates—such as certificates of service and annual awards—is inconsistent with the philosophy of pure citizen advocacy. The reasoning is that an advocate may work for those rewards rather than for the best interests of the protege. By Citizen Advocacy Program Evaluation (CAPE) standards, a CA program will be rated low if it provides external rewards, such as certificates, or if its advocates receive external rewards elsewhere, such as university course credit for public service. However, many CA programs do give formal recognition—for example, by designating an "advocate of the year" or by conducting a volunteer appreciation banquet. Whether a program gives formal recognition depends on its philosophy and its assessment of how important these tangible rewards are in motivating advocates to help proteges.

Rewards of the System

Some volunteers will be motivated to do well at advocacy by the prospect of:

Additional training

Increased responsibility, such as sitting on the CA program's board of directors or becoming a legal guardian

Promotion, including the chance for a paid position as well as volunteer positions such as recruiting coordinator or publicity chairman

If the CA program offers such rewards, the coordinator should let the advocates know what opportunities are available.

Volunteer Dropouts

It is realistic to expect that however conscientiously and skillfully the coordinator tries to motivate volunteers, some will drop out. Some will move away or take on other responsibilities that limit their time for advocacy. Some will find that, in spite of their expectations, they do not really like advocacy or have not anticipated accurately what the demands in time and emotional energy will be. Some advocates who have volunteered steadily for a long time will burn out, or begin to feel that the demands are greater than the rewards. Some will have unresolvable personality conflicts, either with a protege or with CA staff. The coordinator's job as a motivator is not to keep everyone in advocacy, but to prevent the dropouts that occur because volunteers lose self-esteem or confidence in what they are doing.

When the advocate turnover is so great that program effectiveness and continuity are threatened, the coordinator should closely examine how program administration can be improved to keep the volunteers. For example, if advocates are constantly frustrated by lack of information and skills, the training should be evaluated and improved. A good way to get this information is to conduct an exit interview with the volunteers who are leaving. In order to get the volunteer's real reason for leaving, do not accuse or make the volunteer feel guilty. The coordinator should explain that all reasons for leaving have legitimacy and that candid information from the volunteer will help improve the CA program. Some possible exit interview questions are:

Did our orientation and training give you a realistic idea about what would be expected of you as an advocate? Did anything about the advocacy match surprise you?

Did the training adequately prepare you for different situations you were involved in as an advocate? What additional training would you have liked?

Did you feel comfortable seeking assistance from CA staff? Did staff provide it courteously and well?

Would you volunteer as an advocate again?

Would you encourage a friend to become an advocate? Why or why not? What would you say were the rewards?

The relationship should conclude on a positive note. The coordinator should thank the volunteer for the interest and help, and offer best wishes.

Summary

Motivation is not a separate program function, but is rather intrinsic in other program activities, such as recruiting, matching, training, and follow-along. Volunteers have human needs for approval, self-esteem, and affection. It is hoped that these needs will be met primarily through the advocate-protege match. However, CA staff can provide support and good feelings by letting volunteers know that they are doing well.

RESOURCES

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National Association for Retarded Citizens. *Avenues to change: Implementation of citizen advocacy through state and local ARCs* (Book II). Arlington, TX: Author, 1974. (2709 Avenue E East, Arlington, TX 76011)

O'Brien, J., & Wolfensberger, W. *CAPE: Standards for citizen advocacy program evaluation (Test Ed.).* Downsview (Toronto), Ontario: Canadian Association for the Mentally Retarded, 1979. (Kinsman NIMR Building, York University Campus, 4700 Keele Street, Downsview [Toronto], Ontario, Canada M3J 1P3)

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Weinberg, W. *Night college working curriculum.* Charlottesville, VA: Mental Retardation Services, 1978. (405 Third Street, Northeast, Charlottesville, VA 22901)

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Appendixes

Appendix A

Resources for Advocate Orientation

FILM

JUSTICE AND THE ART OF GENTLE OUTRAGE
16mm color/sound film 1978 21½ minutes $157.04

This film deals with the safeguarding of rights and with providing practical assistance for mentally retarded individuals. It can be used to provide guidelines and basic information for advocates as well as in public education and recruitment of volunteer advocates.

Available from: Association for Retarded Citizens
Publications Office
PO Box 6109
Arlington, TX 76011

SOMETHING SHARED
Color/sound film 1974 14½ minutes Free loan

This film shows some advocates and proteges from the Colorado and Omaha (Nebraska) citizen advocacy programs. The intention of the film is to depict the best in CA relationship possibilities for a film which is to be used in advocate recruitment and training. The movie promotes the idea of mentally retarded people as valued individuals who can benefit from and contribute to the citizen advocacy movement.

Available from: Association for Retarded Citizens
Publications Office
PO Box 6109
Arlington, TX 76011

SLIDE/TAPE

CITIZEN ADVOCACY
Six slide/tape vignettes 1979 4 minutes each

This series of slide/tape vignettes depicts actual advocates and proteges participating in a variety of advocacy roles, including guardianship, spokespersonship, monitoring service delivery, and long-range relationships. The vignettes are realistic since they feature real-life advocates and proteges. Additional vignettes are being developed and added to the series.

Available from: Georgia Advocacy Office
1447 Peachtree Street, Northeast
Suite 811
Atlanta, GA 30309

CITIZEN ADVOCACY: AN ANSWER FOR THURSDAY'S CHILD
Color slide/tape 1974 12 minutes $58.00; free loan

This slide presentation explains what citizen advocacy is and how it works. As the narration explains, citizen advocates can help the mentally retarded Thursday's child who, in the words of the nursery rhyme, "has far to go."

Available from: Association for Retarded Citizens
Publications Office
PO Box 6109
Arlington, TX 76011

YOU AND ME: THE GREAT MAJORITY

114 color slides, tape, and script   1978 $100; 3-day rental $40

This slide tape show concerns advocacy on behalf of persons with developmental disabilities. It covers citizen advocacy, collective advocacy, human rights committees, and protection and advocacy. It provides a good overview for community education.

Available from: Georgia Advocacy Office
1447 Peachtree Street, Northeast
Suite 811
Atlanta, GA 30309

HISTORY OF MENTAL RETARDATION

Color slide presentation with script   1976   15 minutes $28.35; free loan

This presentation covers different social responses to mentally retarded people from Biblical times to the present.

Availabe from: Association for Retarded Citizens
Publications Office
PO Box 6109
Arlington, TX 76011

BOOKS

ACTION THROUGH ADVOCACY: A MANUAL FOR TRAINING VOLUNTEERS

1980

Sessions 1 and 2 of this manual provide an orientation to citizen advocacy and developmental disabilities. Other topics covered include interpersonal communications, assertiveness, and negotiation.

Available from: Research and Training Center in Mental Retardation
Texas Tech University
Box 4510
Lubbock, TX 79409

AVENUES TO CHANGE

1974 $1.75 per set or $.50 each

Book I: *Citizen Advocacy for Mentally Retarded Children: An Introduction*   32 p.

Intended for the general audience as an introduction to advocacy, this booklet includes Wolfensberger's definition of citizen advocacy and descriptions of traditional forms of advocacy. Advocacy services should meet the needs of three major groups of retarded persons: those living in institutions, those in the process of making the transition between institution and community, and those residing in the community. Various roles of advocates (companion, guardian, advisor, and conservator) and functions of local and state advocacy offices are described.

Book II: *Implementation of Citizen Advocacy through State and Local ARCs*   55p

Book II offers guidelines for establishing advocacy offices; developing publicity strategies (including sample news releases and radio spots); locating of people needing services; recruiting, training, and orientation of advocates; and coordinating of relationships. Other topics are qualifications of office staff and advocates and termination of the advocate-protege relationship. Sample referral forms, publicity releases, advocate applications, and suggested interview formats are included.

Book III: *Affective Advocacy*   45p.

This book is intended as a guide for the advocate. It includes information about mental retardation, examples of roles the advocate might fill, descriptions of what might be expected to happen during different phases of the relationship, and suggestions on how to best insure the rights of the person needing advocacy.

Book IV: *YOUth As A Citizen Advocate* 36p.
Book IV is intended for teenagers interested in becoming youth advocates. The citizen advocacy concept is described, useful facts about mental retardation are offered, and reasons teenagers might wish to be involved in such a program are presented. Half of the booklet is an excerpt from the diary of a youth advocate, detailing the experience of one teenage girl.

Trainer's Manual 90p. $3.00
The trainer's manual provides detailed instructions for planning and conducting a citizen advocacy training workshop. The booklet is divided into two major sections. Section I discusses reasons for the workshop, who might benefit from participation, and how to plan for the presentation. Section II contains specific instructions and scripts for workshop activities. A detailed timetable and agenda are provided. The script for the slide presentation "Citizen Advocacy—An Answer for Thursday's Child" is included.

Available from: Association for Retarded Citizens
Publications Office
PO Box 6109
Arlington, TX 76011

YOUR CITIZEN ADVOCACY PROGRAM: A HANDBOOK FOR VOLUNTEER LEADERS AND CITIZEN ADVOCACY STAFF/CITIZEN ADVOCACY PROJECT
1976 $8.00

The handbook is being developed in sections, which are sent to subscribers periodically for inclusion in a loose-leaf binder. Topics available are advocate recruitment methods; advocate-protege pairing, follow-up, and support; advocate training; and board-staff training. Additional sections will be made available dealing with more specific approaches to implementation—suggestions are welcome.

Available from: Canadian Association for the Mentally Retarded
Kinsman NIMR Building
York University Campus
4700 Keele Street
Downsview (Toronto)
Ontario, Canada M3J 1P3

ADVOCACY FOR THE MENTALLY RETARDED
1976 $5.00 per set

Book I: *Community Organization* Jack Bernstein and Brenda Clarke 28 p.

This text defines advocacy as the process of making existing power bases (county governments) responsive to the needs of mentally retarded citizens. The book provides basic information on how a group of interested citizens can develop a working committee to advocate for developmentally disabled people.

Available from: New York State Association for Retarded Children
175 Fifth Avenue
New York, NY 10010

Appendix B

Acronyms

AAMD	American Association on Mental Deficiency
ACLD	Association for Children with Learning Disabilities
AC MRDD	Accreditation Council for Services for Mentally Retarded and Other Developmentally Disabled Individuals
ADD	Administration on Developmental Disabilities
AFDC	Aid to Families with Dependent Children
ARC	Association for Retarded Citizens
ARF	Association of Rehabilitation Facilities
BEH	Bureau of Education for the Handicapped
CA	Citizen Advocacy
CAPE	Citizen Advocacy Program Evaluation
CARF	Commission on Accreditation of Rehabilitation Facilities
CEC	Council for Exceptional Children
CETA	Comprehensive Employment and Training Act
COG	Council of Governments
CP	Cerebral Palsy
DD	Developmental Disabilities
DE	Department of Education
DHHS	Department of Health and Human Services
DOT	Department of Transportation
EFA	Epilepsy Foundation of America
FY	Fiscal Year
GAO	Government Accounting Office
GPO	Government Printing Office
HMO	Health Maintenance Organization
HSA	Health Systems Agency
HUD	Department of Housing and Urban Development
I&R	Information and Referral
ICF/MR	Intermediate Care Facility for the Mentally Retarded
IEP	Individualized Education Plan
IHP	Individual Habilitation Plan
IPP	Individual Program Plan
LD	Learning Disability
LEA	Local Education Agency
MCHS	Maternal and Child Health Service
MH	Mental Health
MR	Mental Retardation
NCDD	National Conference on Developmental Disabilities
NCLH	National Center for Law and the Handicapped

NEA	National Education Association
NICHHD	National Institute of Child Health and Human Development
NIH	National Institutes of Health
NIHR	National Institute of Handicapped Research
NIMH	National Institute of Mental Health
NRA	National Rehabilitation Association
NSAC	National Society for Autistic Children
OCD	Office of Child Development
OEO	Office of Economic Opportunity
OHD	Office of Human Development
OHI	Office for Handicapped Individuals
OMB	Office of Management and Budget
OT	Occupational Therapy
OVCP	Office of Voluntary Citizen Participation
P&A	Protection and Advocacy
PASS	Program Analysis of Service System
PCMR	President's Committee on Mental Retardation
PL	Public Law
PSA	Public Service Announcement
PT	Physical Therapy
R&T	Research and Training
RFP	Request for Proposal
RSA	Rehabilitation Services Administration
RSVP	Retired Senior Volunteer Program
SF	Standard Form
SRS	Social and Rehabilitation Service
SSA	Social Security Act
SSI	Supplemental Security Income
TASH	The Association for Severely Handicapped
UAF	University Affiliated Facility
UAP	University Affiliated Program
UCPA	United Cerebral Palsy Associations, Inc.
UMTA	Urban Mass Transportation Administration
UYA	University Year for Action
VA	Veterans Administration
VISTA	Volunteers in Service to America
VR	Vocational Rehabilitation
VRA	Vocational Rehabilitation Act
WHO	World Health Organization
YOC	Youth Opportunity Center

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